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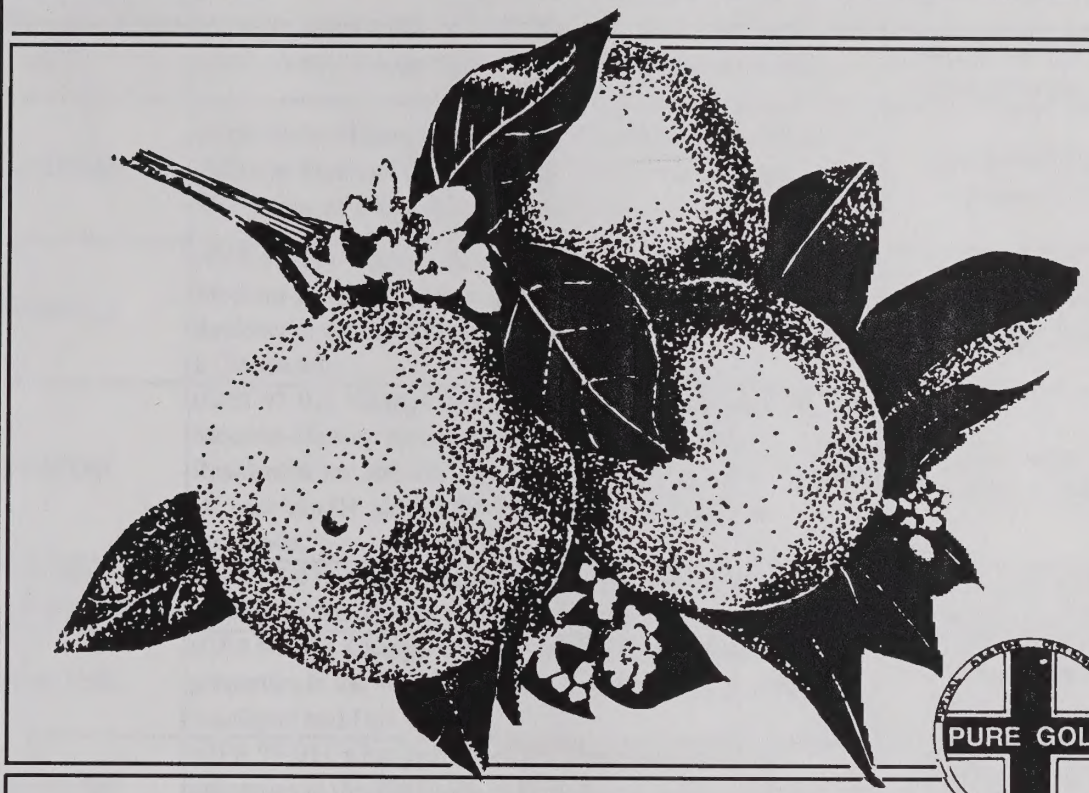
CITY of FULLERTON



General Plan Update

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City of Fullerton General Plan

Revision History

ELEMENT(S) REVISED	REVISION	CITY COUNCIL RESOLUTION DATE
ALL	(GPR 95-01) Comprehensive update of the General Plan.	RESOLUTION 8816 September 17, 1996
LAND USE	(GPR 96-01) Change the General Plan Designation from Office to Medium-Density Residential for the property at the NW corner of Union Ave. and the alley west of Harbor Blvd.	RESOLUTION 8849 February 4, 1997
LAND USE	(GPR 97-01) Change the General Plan Designation from Medium-Density Residential to Low/Medium-Density Residential for the 100 blocks of E. Glenwood, E. Union and E. Brookdale.	RESOLUTION 8892 August 5, 1997
LAND USE	(GPR 97-02) Change the General Plan Designation from Meduim-Density Residential to Low/Medium-Density Residential for 100-200 block of W. Brookdale, 100 block of W. Malvern (N. side), 200 blocks of W. Malvern and Jacaranda.	RESOLUTION 8908 October 7, 1997
RESOURCE MANAGEMENT	(GPR 97-03) Revise the Resource Management Element to modify the list of potential local landmarks.	RESOLUTION 8941 March 3, 1998
LAND USE	(GPR 97-04) Change the General Plan Designation for properties in the 100 block of W. Ash, Elm, Rosslynn, Knepp, Southgate and Hill.	RESOLUTION 8938 February 17, 1998
LAND USE	(GPR 98-01) Change the General Plan Designation for properties in the 200 block of E. Valencia and the 100 and 200 blocks of Ash, Elm and Rosslynn.	RESOLUTION 8999 November 17, 1998
LAND USE	(GPR 98-02) Change the General Plan Designation from Medium-Density Residential to Low/Medium-Density Residential for 201-205 W. Whiting Ave.	RESOLUTION 8978 September 1, 1998
LAND USE	(GPR 99-01) Change the General Plan Designation from Office and Commercial to Downtown Mixed Use at the NW corner of Commonwealth and Lemon.	RESOLUTION 9109 February 15, 2000
LAND USE	(GPR 99-02) Change the General Plan Designation from Medium-Density Residential to Low/Medium-Density Residential in the 200-300 block of W. Whiting Ave.	RESOLUTION 9120 March 21, 2000
LAND USE, COMMUNITY SERVICES	(GPR 00-01) Change the General Plan Designation from Industrial to Specific Plan at the former Hughes site (NE corner of Gilbert and Malvern).	RESOLUTION 9178 September 18, 2000
RESOURCE MANAGEMENT	(GPR 00-02) Amend the Recreational Trails map and adopt a Recreational Trails Design Standard.	RESOLUTION 9138 May 17, 2000
RESOURCE MANAGEMENT	(GPR 00-03) Amend the Recreational Trails Exhibit showing locations of Recreational Trails within the city.	RESOLUTION 9200 November 21, 2000

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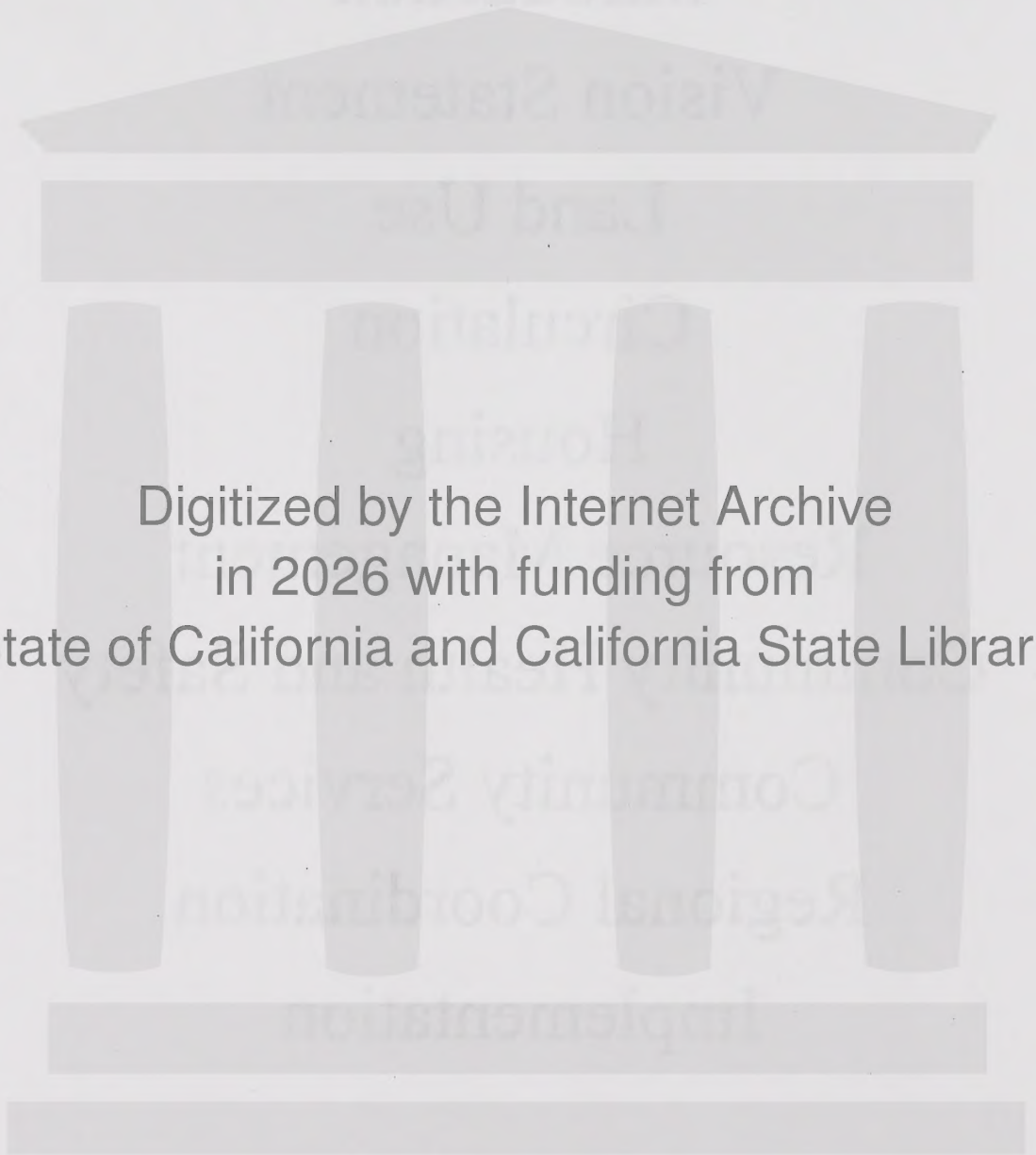
Vision Statement
Land Use
Circulation
Housing
Resource Management
Community Health and Safety
Community Services
Regional Coordination
Implementation



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INTRODUCTION

"Me and Deborah" Rosa Tirado, Grade 3, Golden Hill Elementary School

CITY OF FULLERTON

City of Fullerton General Plan

INTRODUCTION

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INTRODUCTION

1 PURPOSE OF THE GENERAL PLAN

California State law requires each city to adopt a comprehensive, long-range plan for its physical development. Planners, elected officials and the community use the General Plan to guide future land use decisions. The full complexity of issues addressed in the General Plan often becomes evident in reaching decisions on the approval, conditional approval or rejection of a development project. In essence, a city's General Plan serves as the blueprint for future growth and development.

As a blueprint for the future, a general plan provides the following:

- Statements of the values, characteristics and qualities to be respected in shaping the community's future;
- Goals, policies and programs designed to achieve the envisioned future;
- Opportunities for the community to participate in the planning and implementation process.

This is the Fullerton General Plan.

2 1994 GENERAL PLAN UPDATE

The 1994 General Plan and accompanying Environmental Impact Report is the product of over two years of public input and technical analysis, beginning in September, 1991. While drawing upon the City's 1981 General Plan, the 1994 Update goes beyond its predecessor to address a variety of contemporary issues and concerns and to satisfy various state and regional mandates. Chief among these is the direct correlation between land use, population growth, and traffic capacity as well as a greater focus on historic preservation and regional issues such as air quality and waste management. The philosophy of this approach is that planning for the City's future is a continuous process of refining direction built on past accomplishments, rather than periodically abandoning past direction and starting all over.

Public input during the update process came from over 30 workshops and public hearings, many of them held before the City's various Committees and Commissions, in addition to the City Council. City groups involved included the Planning, Community Services, and Transportation Commissions, the Redevelopment Design Review Committee, the Energy and Resource Management Committee, the Airport Noise and Safety Committee, the Airport Users' Task Force, the Bicycle Users' Subcommittee and the Library Board. Several neighborhood workshops were also held. Private entities involved included the Fullerton Chamber of Commerce as well as other local businesses and community concerns.

The process was augmented by a number of written products which were used to record and facilitate discussions with city department heads, citizens, advisory commissions, the Planning Commission and the City Council. Major products of this process, listed below, are on file with the City Development Services Department.

- *1981 General Plan Revisions, final document dated May 18, 1992.* This document presents the results of the initial phase of the update, which included a series of seven meetings with various groups to consider refinements to the 1981 Plan's Goals, Policies and Programs. The main idea was to quickly assess what had been working well and what had not, with a focus on developing replacement policies for those deemed no longer applicable or workable.

- *Issue Papers, May 15, 1992.* Nine discussion sessions held over a period of three months resulted in this compendium of key issues for General Plan attention. Responses to these issues became major ingredients in fashioning new policies and developing land use alternatives.

- *Creating a City Land Use Map: Land Use Alternatives and Technical Analysis, November, 1992.* Over a period of more than four months, some 16 meetings were held to explore various options for future buildout of the City. This document details land use development levels under each alternative and discusses at some length the circulation system implications of each one.

  The following three basic alternatives (A-C) were considered:

  Alternative A: continuation of historical development trends and intensities, with provisions for moderate intensification in selected areas;

  Alternative B: a development project alternative based on Alternative A which included a number of site-specific development options for selected areas, and

  Alternative C: an intensified version of Alternative A to test impacts of higher intensity commercial and industrial uses on the City's transportation system and fiscal condition.

- *Creating a City Land Use Map: Land Use Alternatives and Technical Analysis, May 18, 1993.* This later version of the November, 1992 document was developed for consideration by the City Council to endorse Alternative A as the basis for completing the Draft General Plan. The document contained additional analysis and pointed to selected key issues to guide Council discussion and enable them to make a decision. Land use, transportation and fiscal analysis were covered. Input from the various advisory commissions and public workshops was summarized.

- *Technical Addendum to the City Council Workbook, May 18, 1993.* This Addendum contained a number of technical appendices to the main document, providing more detailed information for those who wished to explore the background for the major conclusions in the Council Workbook.

2.1 Land Use Alternatives

The land use alternatives were developed first by identifying and developing policies for areas which needed special land use policy attention. These "Focus Area" policies were then revised during a series of public workshops. Among the Focus Areas were

three proposed additional historic preservation areas and one proposed additional scenic highway segment.

Concurrent with the Focus Areas meetings, a series of workshops were held to get property owner input on areas where the General Plan and Zoning Ordinance call for different land uses. Approximately 500 individual parcels were at issue, comprising approximately 90 contiguous property areas. Following the neighborhood workshops, recommendations were developed to resolve approximately half of these inconsistencies.

Using information gathered at the Focus Area and inconsistency workshops, Staff and the consultant team identified remaining development options throughout the City and created three future land use growth scenarios representing varying levels of commercial and industrial development at buildout. Each scenario incorporated the Focus Area policies as well as Staff recommendations for areas where the General Plan and Zoning Ordinance call for different uses (see Section 4.6 of the Land Use Element). Following further review of the alternatives by the Planning and Transportation Commissions and the public, a "preferred" alternative was selected.

The goal behind drafting the alternatives was not to make dramatic changes in the City's existing land use plan, but rather to quantify remaining development in a way that could be correlated to the traffic system while at the same time "fine tuning" the plan by incorporating the Focus Area policies and by testing various project-specific options. The ultimate outcome was a coordinated land use/traffic package that implements desired land use policies while ensuring future land use growth can be accommodated by the circulation system.

3 CONTENT AND ORGANIZATION

The Fullerton General Plan is comprised of the Plan itself and the supporting Environmental Impact Report document. Supporting technical information is included in both the Technical Appendix and Environmental Impact Report.

State Law Mandates

General Plan content is prescribed by California Government Code. The following seven topic areas must be considered in detail:

- Land Use
- Circulation
- Housing
- Open Space
- Conservation
- Safety
- Noise

Regional Mandates

In addition, regional mandates require the following issues be addressed:

- Air Quality
- Growth Management
- Waste Management

Most regional mandates are addressed in the Regional Coordination Element.

The following optional topic areas are also included in the Fullerton General Plan:

Locally Optioned Elements

- Community Services
- Implementation and Public Participation

The Plan is organized in Elements, corresponding to the topics described above as shown in Table I-1. Each Element contains appropriate background information, a discussion of the applicable issues, a statement of goals and their intent, and policies and programs implementing the goals.

TABLE I-1
FULLERTON GENERAL PLAN ORGANIZATION

General Plan Element/Section	Relation to State/Regional Requirements
Element I: VISION STATEMENT	
Element II: LAND USE	
Land Use	Land Use (State Law)
Element III: CIRCULATION	
Circulation	Circulation (State Law) Growth Management (Regional) Congestion Management (Regional)
Element IV: HOUSING	
Housing	Housing (State Law)
Element V: RESOURCE MANAGEMENT	
Natural Resources	Open Space (State Law)
Historic Resources	Conservation (State Law)
Open Space	Open Space (State Law)
Parks/Recreation	(Optional)
Scenic Corridor/Rural Streets	(Optional)
Element VI: COMMUNITY HEALTH AND SAFETY	
Police/Fire	Safety (State Law)
Airport Safety	Safety (State Law)
Noise	Noise (State Law)
Seismic Safety/Hazardous Structures	Safety (State Law)
Water, Sewer, Storm Drain/Flood	Safety (State Law)
Element VII: COMMUNITY SERVICES	
Social Services, Recreational Programs Cultural Opportunities Library Services	(Optional)
Element VIII: REGIONAL COORDINATION	
Air Quality	Air Quality (Regional)
Solid Waste Management	Waste Management (Regional)
Hazardous Waste Management	Hazardous Waste Management (Regional)
Element IX: IMPLEMENTATION	
Implementation	(Optional)
Public Participation	(Optional)

3.1 Overview of the Elements

The General Plan contains nine elements. Each is summarized below.

The **Vision Statement** provides a foundation for implementing the General Plan by stating the qualities, values and characteristics which the City wishes to preserve, enhance and create. It declares a commitment to a quality of living that substantially exceeds what may otherwise occur. It is appropriate to think of the Vision Statement as an overall statement of purpose for the General Plan.

The **Land Use Element** designates the general distribution and intensity of uses for housing, commercial, office, downtown mixed-use, industrial, open space and recreation, and public/quasi-public facilities and services. Program strategies are developed for Focus Areas where managed change is anticipated to occur.

The **Circulation Element** is consistent with the Land Use Element and identifies the general location and configuration of existing and future streets and roadways, alternative modes of transportation, and bicycle routes.

The **Resource Management Element** identifies the City's policies for preserving open space for natural resources, the managed production of resources, outdoor recreation, public health and safety, recreational trails, and scenic corridors. The Element also provides policies and programs to preserve the City's substantial historic resources. The Resource Management Element complies with the state requirements for both Open Space and Conservation Elements.

The **Community Health and Safety Element** identifies the City's policies for reducing and mitigating potential for natural and man-made hazards. Hazards addressed include geologic and seismic, flood, fire, and noise. The Element also satisfies the requirements of the state-mandated Noise and Safety elements.

The **Community Services Element** provides policies and programs relative to the provision of educational, recreational, municipal, library, and human services in the City.

The **Regional Coordination Element** provides policies and direction for addressing regional issues and coordinating planning with local, county and regional bodies. Growth, traffic management, air quality issues and waste management are addressed.

The **Implementation and Public Participation Element** identifies policies and programs to implement the General Plan and to educate and involve the public in the land use decision making process.

3.2 General Plan Artwork

The children's art in the General Plan focuses on the people and places of the community. It depicts a Fullerton-area child's viewpoint of his or her immediate world, and shows friends, families, and familiar surroundings.

The art was created through Fullerton School District's arts education program, **All the Arts for All the Kids.** The theme for the artwork was "Windows on Our Community." Each art lesson was motivated by learning and discussion about our community. In some cases children were asked to choose and depict one aspect of life in Fullerton. In other cases they were given drawing lessons and pictures of Fullerton's historic buildings. The art was chosen from a wide variety of classes. Some were comprised of children learning English as a second language, some were in the gifted program, some in alternative educational programs, and others were drawn from a "traditional" classroom environment.

All the Arts for All the Kids is an innovative arts education program which provides the opportunity for lessons in art, music, dance, and drama for each of the nearly 9000 kindergarten through sixth grade children in Fullerton School District's fourteen elementary schools. These lessons are taught by carefully selected artist/teachers who teach arts skills, use the arts as tools to actively involve children in learning about other subject areas, and often feature the artistic accomplishments of other cultures.

3.3 Goals, Policies and Programs

Each Element of the Fullerton General Plan contains goals, policies, and implementation programs which are designed to guide the various aspects of future land use, development and revitalization decisions into the twenty-first century. The goals, policies and implementation programs are organized as follows:

GOAL: A general statement describing a desired condition.

Example: A community with maximum feasible protection from noise hazards.

POLICY: Statement of commitment designed to guide future decisions in such a way that the General Plan goals will be achieved.

Example: The City will maintain noise level standards and will facilitate efforts of residents to obtain relief from excessive noise.

PROGRAM: An organized set of actions, tasks or projects which, when accomplished, satisfies the policy and upholds the commitment.

Example: Enforcement of building codes, zoning ordinances, and aircraft operating noise protection provisions.

References to applicable goals and policies are found throughout the plan in the right-hand margins.

3.4 Internal Consistency

The State of California requires the General Plan to be "an integrated, internally consistent and compatible statement of policies." Accordingly, no conflict should exist among the Plan's various elements, and the implementation programs specified in each of the elements must be in conformance with and follow logically from their respective goals, policies and programs. Similarly, all background data as well as objectives and standards cited in the General Plan should be uniform and consistently utilized. References to other elements are noted whenever a topic is covered in more than one section of the General Plan.

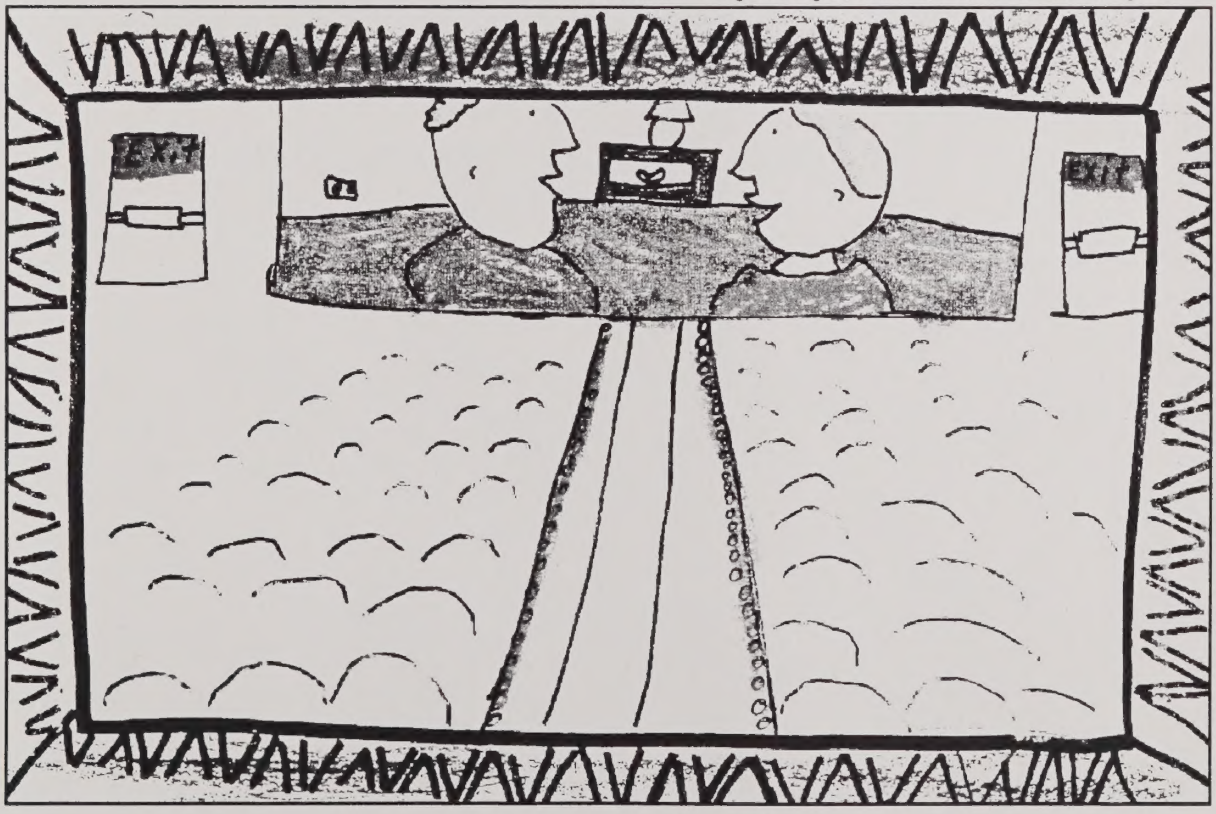
4 IMPLEMENTATION

Taken together, the Goals, Policies and Programs of the General Plan provide an integrated program of complementary and mutually reinforcing actions designed to achieve the City's Vision Statement. The municipal and legislative structures designed to ensure the General Plan's success are discussed in the Implementation and Public Participation Element.

It should be realized that even though policy consistency may be achieved throughout the General Plan, conflict will not be eliminated. By its very nature, the General Plan is mandated to include a variety of competing expectations, each vying for priority and attention. The result is that some form of negotiated "balance" or "trade off" must occur between elements from situation to situation and from time to time. The belief that all expectations in the General Plan can be uniformly satisfied at any given period is idealistic, and may not be achievable.

VISION

"At the Movies" Terry Vearwayne, Grade 3, Golden Hill Elementary School



CITY OF FULLERTON

City of Fullerton General Plan

VISION STATEMENT

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VISION STATEMENT

I. PURPOSE

The Vision Statement provides a foundation for implementing the General Plan by stating the qualities, values and characteristics which the City wishes to preserve, enhance and create. It declares a commitment to a quality of living that substantially exceeds what may otherwise occur. It is appropriate to think of the Vision Statement as an overall statement of purpose for the General Plan.

The City's vision requires continuing commitment, support and review by the community in order to ensure that it reflects current objectives. Idealistically, it will enable future community leaders and citizens to recall and endorse the meaning of the General Plan and maintain diligence in carrying out its intent. It should also provide a beginning point for changing the vision in the future, if desired.

Many people will play a role in achieving this vision. How can those who inherit community responsibilities many years from now know what was envisioned by this effort? How can they understand what values and priorities drove the deliberations which resulted in the General Plan after time and change caused memories to fade? The Vision Statement answers those questions.

2 THE DIMENSIONS OF COMMUNITY VISION

There are many different ways to think about a community. Common perspectives include:

- A physical place
- An economic system
- An environmental system
- A society
- A governmental jurisdiction
- A symbol

A Physical Place

This dimension is defined by the way the community functions and appears physically. It is what one sees on the ground and how one interacts with that part of the environment that is built. Major ingredients include: pattern of development; variety, intensity and mix of architectural styles and land uses; accessibility and usability of open space; and physical distinctiveness in relation to the surrounding

area and other communities. Significant values related to the vision of Fullerton as a physical place include:

- A varied topography, offering broad vistas, peaceful islands of parks and open space, and recreational trails;
- Unique residential neighborhoods;
- A strong mix of residential, commercial and industrial land uses;
- A strong sense of place associated with the downtown;
- An outstanding array of public/quasi-public buildings and historic places;
- A varied collection of community gathering places that enhance unity and pride;
- A true multi-modal transportation system, including rail, air, pedestrian, equestrian, bicycle and automobile opportunities;
- A rich mixture of age, design, character and history of buildings; and,
- Beautiful street and park trees which frame the urban environment.

An Economic System

This dimension involves the flow of private capital and financial investment in the form of cash, credit, land improvements, employment and business activities of all kinds. An important element is the diversity of employment opportunities. The most important community values related to economic vision include:

- A diverse economic base, providing employment opportunities for residents with various skills, qualifications and education;
- Convenient, well-designed and accessible stores and shops offering a wide selection of goods and services;
- Sensible regulations which foster and encourage business and job growth;
- A vibrant and attractive downtown; and
- Housing which is affordable and accessible.

An Environmental System

This dimension involves air quality, water quality, flood protection, environmentally sensitive resources, plant and animal life, and the degree to which they are or are not sustained. Values that support the City as an environmental system include:

- Responsible urban living with concern for the local and regional environment;
- A sensitive linkage between man-made and environmental features; and
- Preserved open spaces and conservation of significant resources.

A Society

This dimension encompasses how people in the community live and interact. It includes ethnic and cultural diversity, vocational, educational, cultural and recreational activities in which they engage, the institutions that they establish and the patterns of relationships that they seek. Of particular significance is the way various groups in the community express their individuality. Key values are:

- A superior educational system, at all levels, as an important community asset;
- Cultural, recreational and governmental activities and institutions available to the entire community;
- Diverse socioeconomic interests with their own identities, which also identify with the community as a whole; and
- A safe and secure community.

Government

Much of our perception of this dimension is shaped by local governments, because they possess prescribed authority for matters of day to day importance. This includes raising public revenues, budgeting, managing public properties, establishing public policy, managing growth and development, providing public facilities and services, maintaining cooperative relationships with surrounding communities and other units of government, providing community leadership, and maintaining responsiveness to the citizenry. Key values to respect include:

- Active communication between city government and the citizenry;
- Regional coordination and cooperation;
- Proactive problem-solving approaches; and
- Careful stewardship of community resources, both physical and human.

A Symbol

The City as a symbol is a relatively simple representation of what people think about their community—an image reflecting their overall vision of Fullerton. It can be aided, but not created, by physical improvements. It is a measure of pride and commitment—a belief that this is a special place. It also includes a strong measure of reputation, that is, how the community is perceived by those who don't live or work there.

To a degree, the community as a symbol reflects its function in the region. The symbol can be a powerful force in stimulating leadership and support for community achievement, much as a flag can elicit feelings of patriotism.

Key values of the community as a symbol include:

- An educational and cultural center;
- A stable, quality living and working environment;

- A strong sense of community; and
- A well-balanced City.

3 REALIZING THE VISION

Achieving the Vision is a continuous process which occurs basically at three levels.

The first level is the General Plan itself. In determining the nature and extent of changes in the goals, policies and programs as the City continues to mature, the Vision helps to identify the need to either make changes or retain previous direction for the physical development of the community. These considerations particularly shape the purpose statements associated with General Plan goals.

The second level of realizing the Vision is through public and private efforts to implement the General Plan as well as to engage in community improvements which may lie outside of the General Plan purview. In other words, implementing the General Plan is an important aspect of achieving the Vision. However, many activities go on in the City which are not addressed in the General Plan, yet they certainly contribute to achieving the Vision described above. This latter aspect of achievement is particularly important for those who may have little occasion to involve themselves in physical development matters, but devote their energies to programs and community activities which reinforce the image of Fullerton and exemplify its values.

The third level is simply through the attitudes and acts of individuals who embrace the values implicit in the Vision and apply it in their relationships and activities. This is one of the most valuable, yet difficult to measure, manifestations of community vision. It is a reflection of values and priorities that create the image of the City among its citizens and reflect that image to others.

This statement of Vision for Fullerton is therefore intended to exert a positive influence on all activities which shape the future of the community, no matter whether they are related to the General Plan or not.

LAND USE

Rodrigo Jimenez, Grade 3, Raymond Elementary School

CITY OF FULLERTON

LAND USE

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LAND USE

I. INTRODUCTION

1.1 Purpose

The Land Use Element contains goals, policies, and implementation programs designed to shape the way new development will occur, as well as the ways existing resources will be preserved and/or revitalized. The Land Use Element has the broadest scope of the General Plan, since it regulates how land is to be utilized, and because most of the issues and policies of other plan elements are related to it in one way or another.

A key component of the Land Use Element is the Land Use Map, which depicts the location of the permitted type and density/intensity of all land uses within the City. Other components include a summary of existing land uses in the City, quantification of future buildout, discussion of focus areas, and the fundamental goals, policies and programs which provide the framework for land use planning and decision making in the City.

1.2 Overview

The Land Use Element consists of four major sections in addition to the Introduction:

- THE CITY section presents an overview of City history, defines the Fullerton Planning Area, and describes existing land use characteristics in the City by land use category.
- Land use issues are discussed in the ISSUES section of the Element, establishing the precedents upon which goals, policies, and programs are developed.
- The GOALS, POLICIES AND PROGRAMS section presents goals, policies, and programs on a citywide basis as well as specific direction for special Focus Areas.
- The LAND USE PLAN section outlines the principles behind formulation of the Plan, summarizes the land use changes in text and tabular format, and identifies population, dwelling unit and non-residential development potential at General Plan buildout. Land use designations of the Land Use Map are defined and standards of population density and building intensity for the various designations are stated.

2 THE CITY

2.1 City History and Character

The lands now occupied by the City of Fullerton were part of the land granted to Juan Pacifico Onteveros in 1837 by the Mexican Governor, Juan Alvarado. Some of this land was in turn purchased by Don Abel Stearns, a naturalized Mexican who was born in Massachusetts. Domingo Bastanchury, who was born in France and immigrated to California in 1860, began acquiring some of the land that had belonged to Stearns in the 1870s. He ultimately owned 1,200 acres south of Fullerton and 6,000 acres northwest of Fullerton. A few years before his death in 1909, Bastanchury sold a portion of his land to oil interests.

With ample supply of oil resources, people were drawn to northern Orange County. In the late 1880s George H. Fullerton helped bring rail lines to the area and, in 1887, George and Edward Amerige founded the City of Fullerton. The City was officially incorporated in 1904, becoming one of Orange County's first cities.

Originally, Fullerton was a rural community with an agricultural base and a small downtown. As Fullerton began to grow, a range of residential architectural styles were introduced. Pre-1900 Fullerton is represented by a small number of Colonial Revival and Late Victorian houses. Mission Revival and Craftsman Style houses were built during the turn of the century and through World War I. California Bungalows, Spanish Colonial Revival and Cottage styles were constructed during the 1920s for low- and moderate-income residents. Construction slowed down after the stock market crash until the late 1930s.

The modern City of Fullerton is a well-established, culturally diverse City of 121,456 (1994), located 22 miles southeast of Los Angeles in North Orange County. While primarily a residential community, the City also has significant industrial and commercial employment opportunities, and is home to five colleges and universities. City residents enjoy considerable open space and recreational opportunities, two multi-modal transportation facilities, and a variety of City services including full-service library and museum facilities and a bi-annual city newsletter. A demographic profile of the City is provided in the Housing Element.

Remaining development opportunities are found primarily in two unimproved, operating oil fields knows as the Coyote Hills East and West. Both areas are covered by specific plans. Several infill sites are also available.

Due in large part to an active Redevelopment Agency, the City of Fullerton has preserved the architectural flavor of early California. Downtown Fullerton, characterized by various architectural styles, embraces a small-town atmosphere. Preservation efforts have been a focus in Fullerton for decades.

A description of Fullerton which fails to indicate how the City's citizens have shaped the community over the years would be incomplete and misleading. Certainly the physical attributes of the City reflect a populace that obviously cares about its neighborhoods and the community as a whole.

Four qualities stand out in particular as a reflection of community character: education, culture, involvement and pride.

Education has long been a high priority in this City. It is the home of the first community college in the County (formerly known as Fullerton Junior College) which was established in the early 1900's. Fullerton is also home to the now thriving campus

specialized higher educational institutions, the tradition of community support for youth education at the elementary, junior high and high school levels has been consistent throughout the City's history.

The people of Fullerton are very active in their community, sponsoring a rich and varied mixture of cultural activities and interests. This type of activity is certainly enhanced by the extensive educational resources in the City. Yet that alone cannot account for the numerous service clubs, thriving religious organizations with their own array of community activities, various special interest organizations and numerous youth groups which contribute so much to the quality of life in Fullerton. Such programs as the Civic Light Opera, the Muckenthaler Cultural Center, the Fullerton Museum Center, and the diverse artistic presentations at Plummer Auditorium and other community gathering places illustrate the community's dedication to cultural affairs.

These facets of the City are just a sample of citizen involvement in community affairs. The annual Night in Fullerton and the New Year's Eve First Night are further examples of a town spirit that remains alive and well, even at a population of well over 100,000. There is ample opportunity for residents to engage in a complete range of educational, cultural, athletic and service activities, and this involvement has become a hallmark of Fullerton.

Pride in one's community is a valuable attribute. It stems from a belief that solid community values prevail, that the City has been successful in its endeavors and that the challenges of the future can be met with confidence. That pride exists in Fullerton and has been nurtured during the more than 85 years since its incorporation. There is every reason to believe that this and the other qualities of the community discussed above will continue to characterize Fullerton as the General Plan continues to guide use of the physical resources in the City.

2.2 Planning Area

Fullerton encompasses approximately 23 square miles and is approaching a buildout level of 90 percent. In 1993, the City was Orange County's fifth most populous. The City is bordered by the cities of Anaheim, Placentia, Brea, La Habra, La Mirada, Buena Park and a small portion of unincorporated Orange County land to the west and south. Exhibit LU-1 depicts the City's location in a regional context.

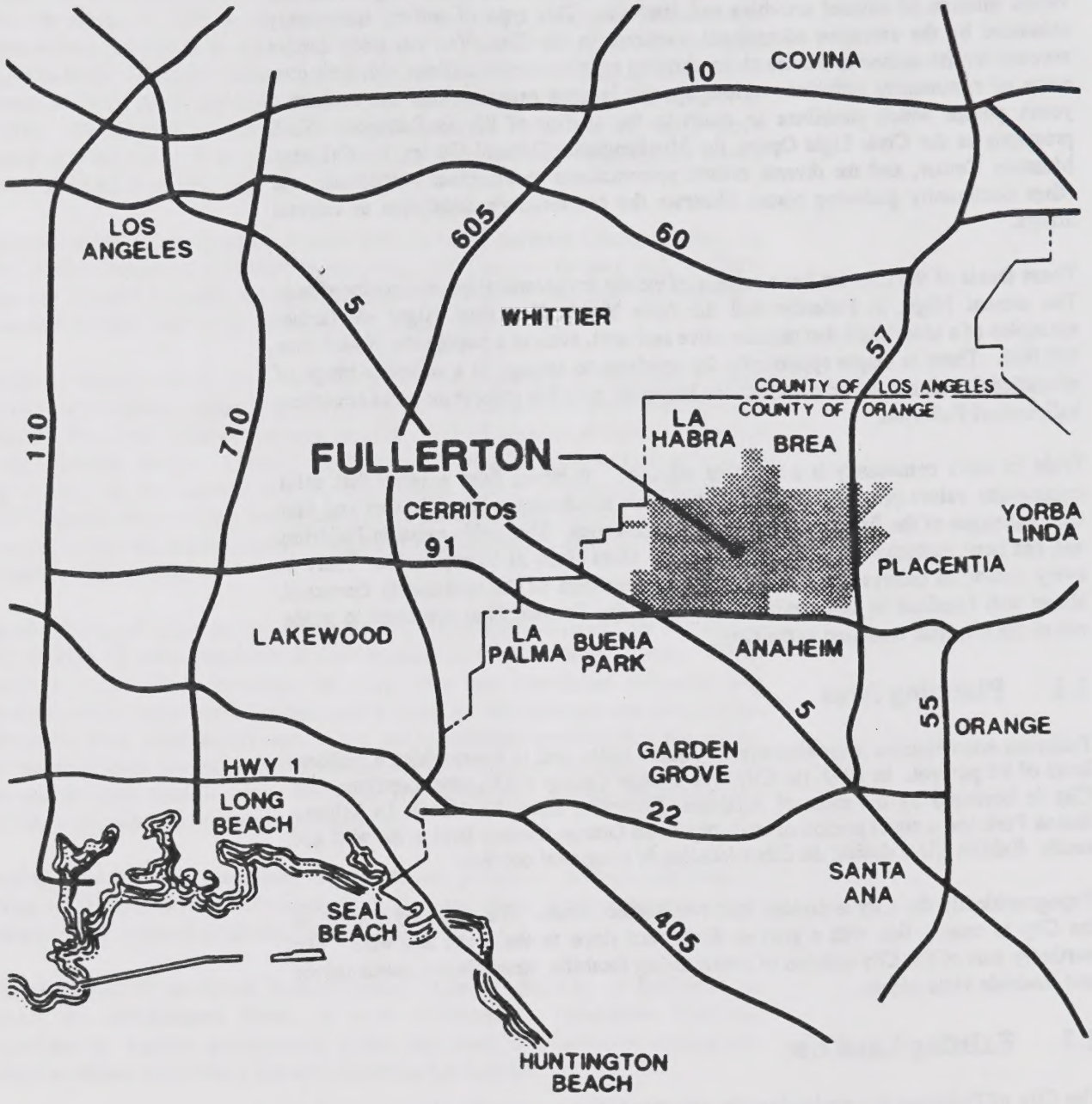
Topographically the City is divided into two distinct areas. The southerly portion of the City is mostly flat, with a gradual downward slope to the south and west. The northerly part of the City consists of gently rising foothills, steep slopes, scenic drives and roadside vista points.

2.3 Existing Land Use

The City of Fullerton is a predominantly suburban/urban community characterized by a variety of land uses. Approximately 90 percent of the City is developed, exclusive of open space and parks and recreational facilities. Residential uses in the City have typically been developed at relatively low levels of intensity and several large scale residential developments contribute to the City's unique visual character. The Coyote Hills East and West Specific Plans have extensive open space and streetscaping.

Table LU-1 indicates the existing land uses by acreage, while Exhibit LU-2 depicts their location.

REGIONAL LOCATION



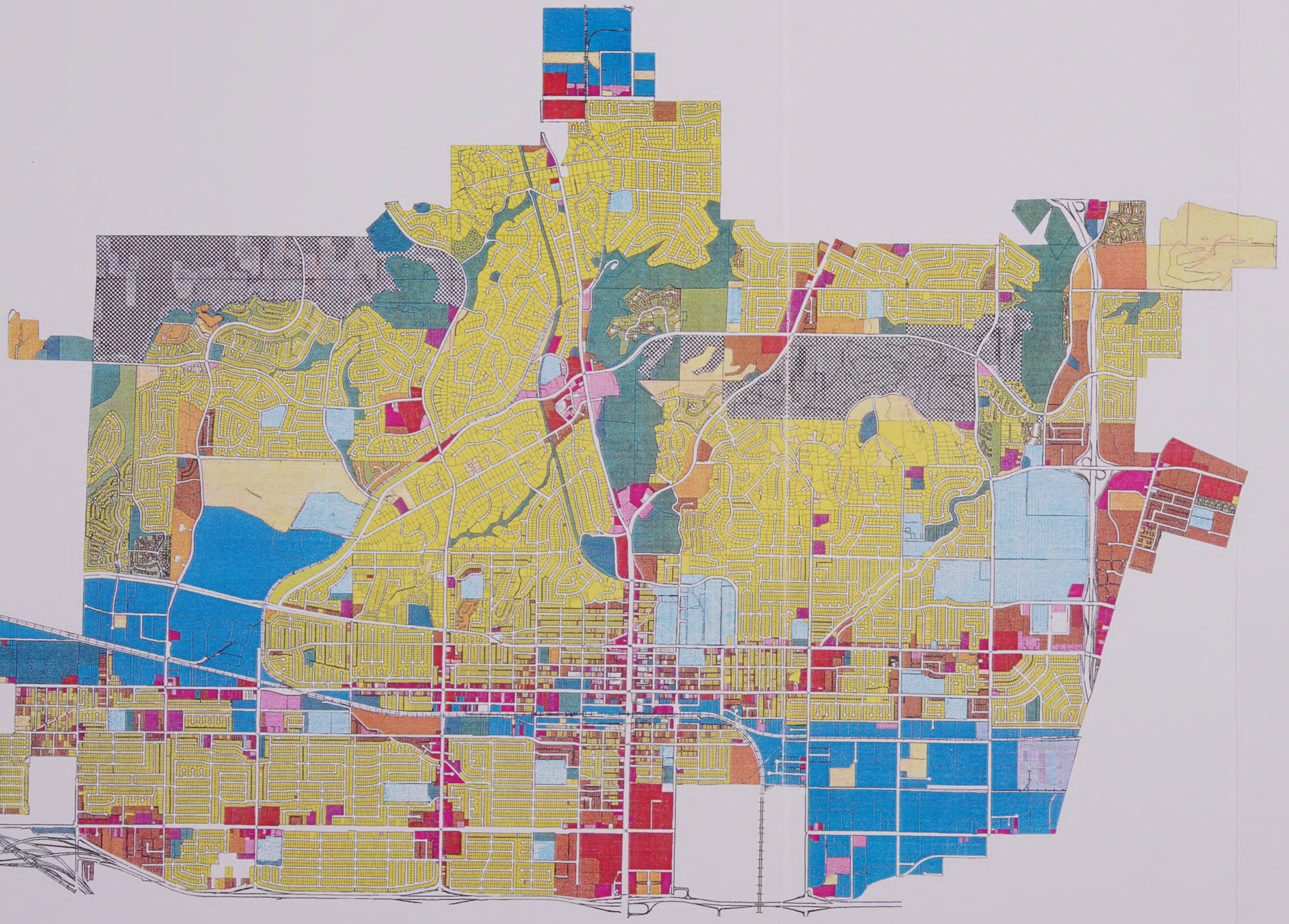
THE PLANNING CENTER

CITY OF FULLERTON

TABLE LU-1 EXISTING LAND USE SUMMARY			
Land Use	**Existing Acres**	**Units/ Square Feet**	**Density/ Average FAR[1]**
Single Family Residential	4,673.78		Up to 3 du/acre
Condominiums	245.51		up to 6 du/acre
Duplex/Mobile	140.94		up to 15 du/acre
Multiple-family/Group Quarters	659.71		28+ du/acre
RESIDENTIAL SUBTOTAL	5,719.94	43,882	
Public Recreation	733.41		
Public Facilities/Transit	202.11		
PUBLIC LANDS SUBTOTAL	935.52		
Private Open Space/Golf/Cemetery	639.32		
Education	217.83		
Commercial	583.77	21,505,000 SF	.25 to .9
General Office/Medical Office	172.35	2,376,089 SF	.35
Mixed Use	14.84	Not Available	up to 2.0
COMMERCIAL SUBTOTAL	770.96		
Industrial	1,185.58	26,180,000 SF	.4 to .45
Commercial Warehouse	55.57	Not Available	.4 to .45
INDUSTRIAL	1,241.15		
Religious	113.08	Not Available	
Commercial Parking	43.20		
Oil & Gas Operations	894.42		
Agriculture	30.00		
Vacant	531.83		
OTHER USES	1,612.93		
Freeway	118.34		
Road	2,784.01		
Railroad	138.46		
Flood Control	60.62		
CIRCULATION/RIGHT-OF-WAY	3,101.43		
TOTAL	14,238.68		

1. Average Floor to Area Ratio (FAR) is calculated on a range reflecting existing building density based on available records and interpolation.

EXISTING LAND USE



LEGEND

Existing Uses

- Single-Family Housing
- Condominiums
- Duplex / Mobile Homes
- Multi-Family
  Group Quarters
- Public Recreation
- Public Facilities
  Transit Facilities
- Private Open Space
  Golf / Cemetary
- Education
- General Commercial
- Categorized Commercial
- Office
- Mixed Use
- Industrial
- Commercial Warehouse
- Religious
- Parking
- Oil / Gas Operations
- Agriculture
- Vacant Land

CITY OF FULLERTON

The existing land use acreages in Table LU-1 have been consolidated to be comparable to the designations of the Preferred Land Use Plan (see Table LU-2). The unconsolidated existing land use acreage is presented by acreage in the Technical Appendix. A description of existing land use follows.

2.3.1 Residential

Residential uses currently account for approximately 50 percent of the City of Fullerton, with over 85 percent of the acreage devoted to single-family residential development (of which one percent is duplex-type units). Multiple-family units comprise nine percent of the total residential acreage, condominiums four percent, and mobile homes two percent. Higher density multiple-family uses are clustered along the 57 Freeway in proximity to Cal State Fullerton and in the central portion of the City. Higher density uses are also clustered adjacent to the Downtown, in the vicinity of Orangethorpe Avenue near the Santa Ana/Riverside Freeway junction, and west of Gilbert Avenue, north of Malvern Avenue, in proximity to the Fullerton Municipal Airport.

2.3.2 Public Lands

Public lands include both educational and institutional uses, as well as park, recreation and open space conservation areas.

The City of Fullerton boasts an extensive educational base within its boundaries, including five colleges and universities, seventeen public elementary and junior high schools, four high schools and a number of private schools. Other public/institutional uses in the City include religious institutions, public buildings (City Hall and associated buildings, community centers, libraries, etc.), and fire and police facilities.

Land uses designated as Parks/Recreation in the City include public parks and recreational facilities, privately owned recreational facilities, landscaped and greenbelt areas, open space conservation areas, public golf course facilities, as well as areas which are subject to flood and/or seismic hazards. Parks and recreational land uses account for just under 6 percent of the total acreage in the City.

2.3.3 Private Open Space

Private open space lands include private greenbelts and recreational facilities within residential developments as well as the Los Coyotes Golf Course and the Loma Vista Cemetary.

2.3.4 Commercial

Commercial uses comprise approximately 5 percent of the City's planning area and are most heavily concentrated along the Harbor Boulevard corridor, as well as along Orangethorpe Avenue and Euclid Street. Scattered commercial concentrations are found along Commonwealth and Chapman Avenues. Community and neighborhood shopping centers are found throughout the City. Auto related commercial uses are concentrated along West Commonwealth Avenue, South Harbor Boulevard, and South Euclid Street, near the Atchison, Topeka and Santa Fe (AT&SF) railroad corridor and the 91 Freeway.

The majority of office development is clustered at the intersections of Harbor and Brea Boulevards, Brookhurst Road and Commonwealth Avenue, and south of Cal State Fullerton. Less intensive office professional uses are established at various locations

throughout the City along major arterial roadways and in proximity to local commercial centers.

2.3.5 Industrial

Industrial uses include warehousing and storage, light and heavy manufacturing, research and development, wholesale commercial uses (i.e. "big box" retail), and related activities. Industrial land constitutes approximately 10 percent of the total City acreage. There are three major areas accommodating industrial activities: the Southeast Industrial Area, the Airport Industrial Area, and the Northern Industrial Area. In addition, industrial uses are found along the Santa Fe railroad corridor.

2.3.6 Religious Uses

This category, found throughout the City, includes properties exclusively dedicated to worship, education and other public assembly uses. Religious uses located within industrial parks, for example, where the use is only a minor portion of the overall activity are not included.

2.3.7 Commercial Parking

Includes properties dedicated exclusively to automobile parking.

2.3.8 Oil and Gas Operations

Includes properties dedicated to oil and gas extraction uses, located primarily in the Coyote Hills East and West specific plan areas. Nearly 100 percent of these uses are expected to recycle to residential and open space uses under the Greenbelt Concept General Plan designation.

2.3.9 Agriculture

Properties dedicated to agricultural uses, including crop production, high school farm facilities, and commercial nurseries.

2.3.10 Vacant

Approximately 5 percent of the City is categorized as vacant. This includes property for which land use designations have been stipulated, but which is not yet developed. In many cases permits have been approved and sites prepared, but the structures have not yet been constructed in part or in total. The Vacant category is distinct from undeveloped property which is preserved for open space or conservation. Vacant lands are found primarily in the Coyote Hills East and West Specific Plan areas, with additional concentrations on the west side of town, in the rural residential/large lot residential neighborhoods off Skyline Drive, and within various smaller commercial and industrial areas.

2.3.11 Circulation/Rights-of-Way

Land used for circulation, rights-of-way for railroads, freeways, public utilities, public or private streets and alleys, and for flood control channels constitutes 18.0 percent of the acreage in the City.

2.3.12 Specific Plan Designation

The Specific Plan Designation is designed to provide for developments with a unique

character that would not be achieved under the City's existing land use designations. This designation is reserved for new developments that are a minimum of 200 acres in size and include a mix of land uses. The Specific Plan designation allows for adoption of development standards and regulations adapted to the Specific Plan area. These standards might include increases in development intensity in order to achieve specified project goals and providing for land use adjacencies that allow a finer mix of land uses.

3 LAND USE ISSUES

The following key priority issues were identified during the course of the 1994 General Plan Update program and explored in the "Issue Papers" document for additional analysis and specific recommendations. Many recommendations from the Issue Papers have been incorporated into the 1994 update. Where applicable, related policies have been referenced in the right-hand margin.

See Issue Papers document for further detail on land use issues.

3.1 Community Character

There is a strong sense of community in Fullerton. This has been true throughout its history and has not been lost through the process of suburbanization which expanded the community to its present size. Over the years, however, the City has experienced subtle changes in the character of development, including increased traffic and noise, loss of open space, loss of historic resources, and impacts to schools and other resources. Many of these changes have the potential to impact the City's image and quality of life.

Fullerton has been responding to this aspect of change for some time and has succeeded in preserving its downtown, for example, with far greater sensitivity and reflection of community character than is the case in many other small to medium sized suburban cities. If the City is to continue preserving its special character, the issue must be specifically addressed in the General Plan.

See Policies LU-2.4 and 2.5

3.2 New Development Opportunities

While the City is extensively developed, there are still vacant and underutilized lands where new development can be accommodated. Many of these properties are impacted by environmental constraints and sensitivities, lack of economic activity and the character of existing uses and/or adjacent uses.

3.2.1 Vacant Land

The largest concentrations of vacant land are along the City's northern periphery within the East and West Coyote Hills Master Specific Plan areas. These areas contain sensitive environmental habitats and other development constraints, including steep topography, unstable soil conditions, fault lines and oil operations. Historically, development in the City has varied in the degree and sensitivity to which it has accounted for these constraints. The City continues to be concerned with the extent to which development is permitted in these areas, the density of such development, and the manner in which it is sensitive to environmental resources and other constraints.

See Goals LU-1, 2, and 4

3.2.2 Underutilized Areas

Development which occurs in established areas as existing uses recycle and individual vacant lots develop could significantly impact existing residential neighborhoods, commercial districts, and other areas of the City. The tendency is often to replace older uses and buildings with more intensive development. Of particular concern is the preservation of the existing character of the Downtown, a number of residential neighborhoods, and the economic growth of the Southeastern Industrial Area:

See Goals LU-1, 2, 3, 4, and 5

- **Downtown** — Downtown Fullerton still maintains its historic character, particularly along Harbor Boulevard and Commonwealth Avenue. Significant progress has been made in revitalizing these commercial districts. Issues to be addressed include business instability and vacancies, the need for additional design improvements and the need for additional evening pedestrian activity.

- **Residential North (of Chapman Avenue)** — The residential areas north of Chapman Avenue are typified by mature neighborhoods made up of single-family detached homes. The main issue here is the impact of new construction and home renovations that are out of scale, architecturally incompatible, or otherwise inconsistent with the surrounding neighborhoods. The problem has been termed "mansionization."

- **Residential South (of Chapman Avenue)** — Some residential areas south of Chapman Avenue are distinguished from the north by higher density development and some substandard housing conditions. Similar to the north, the residential south area is dominated by single-family detached homes. However, lots and structures are smaller. Programs such as Operation Clean-Up, which involve multi-departmental inspections and follow-up enforcement of code violations have been able to partially address neighborhood deterioration. However, Operation Clean-Up does not address long-term compatibility and neighborhood impact issues associated with intensification. Scale and neighborhood cohesion are important concerns.

- **Southeastern Industrial Area** — Many of the issues here developed recently in response to the changing nature of employment in the area. Predominantly developed as a medium intensity manufacturing area, some portions seem to be transforming into low-intensity warehousing and storage uses. The impact of this trend may be negative as the area loses daytime population and relative value, possibly creating conditions ripe for deterioration.

3.3 Preservation of Established Neighborhoods

The preservation of existing single family neighborhoods is a driving concern. Several neighborhoods in the southern portion of the City are experiencing an undermining of their single family character due to the introduction of apartment and condominium development resulting from inconsistent General Plan and Zoning Ordinance designations. Lax property management is also a concern. *See Policy LU-2.5*

The future viability and stability of Fullerton depends on its ability to ensure compatible residential development, encourage housing rehabilitation, eliminate blight, and preserve desirable existing housing stock.

3.4 Historic Preservation

Historic properties are an integral part of Fullerton. Some are associated with historic events of local importance or were the residences of founding pioneers of the community. Others may be distinctive in architectural design, site or landscape treatment, or other artistic features. Some may be distinctive because they possess unusual characteristics or may be interesting simply as curiosities. These buildings and areas contribute to the variety of experiences of both the residents and visitors to a community's historic and cultural district, which if lost, cannot be replaced. *See Policy RM-1.3*

4 COMMERCIAL REVITALIZATION

Commercial vacancies and turnover is a concern in the City. Factors contributing to this financial decline include underutilization of land; a non-competitive tenant mix; substandard building conditions and blight; and inefficient design of the commercial center in terms of visibility, access and integration of uses at a scale appropriate to serve the needs of the community.

See Goal LU-3

So-called "mini-malls" are considered by many to be one of the most detracting uses in the City. While the conversion of gas stations and other corner lots into these small centers has abated, many feel the design of existing centers has created negative impacts—such as undesirable traffic—on some areas' character. New mini-mall development as well as deterioration of large commercial centers were identified as concerns during the 1994 General Plan Update process.

4.1 Redevelopment Activities

The Fullerton City Council acts as a Redevelopment Agency within designated redevelopment project areas. In this role, the Council carries out the General Plan in more of an entrepreneurial mode, initiating activities to revitalize key areas of the community.

Reasons for selecting a project area for redevelopment activities may include the existence of substandard physical conditions so prevalent and so substantial that it causes a serious physical and economic burden on the community. Such a condition may be impossible to reverse by private and/or governmental action without redevelopment.

The following are examples for selecting a redevelopment project:

- Lack of efficient property size and access utilization resulting in an economically stagnant and unproductive condition;
- Incompatible and marginal land uses that prevent economic development of the area;
- Lots of irregular form and inadequate size;
- Inadequate streets and open spaces to support additional development;
- Defective design and character for the area;
- Poor image and lack of amenities that are important for competitive shopping areas;
- Unsafe or unhealthy buildings.

- Fullerton has four adopted redevelopment areas:

- Orangefair Business District Plan - Redevelopment Area #1
- Central Fullerton Redevelopment Plan - Redevelopment Area #2
- East Fullerton Redevelopment Plan - Redevelopment Area #3
- Redevelopment Area #4

4.2 Downtown Business District

The City's Downtown is characterized by patterns of use and intensities which may be inconsistent with the intended function of providing a central gathering place or focus of the community.

Historically, Fullerton's Downtown has been the most intensively developed area of the City. As strip commercial corridors and commercial centers within and peripheral to the City developed, the Downtown began to decline in activity. Other than some newer commercial uses, the area was for many years characterized by marginal and lower activity uses, vacancies and a lack of pedestrian-oriented amenities.

In recent years the City has undertaken a number of successful activities to revitalize business in the Downtown. These activities have resulted in a number of policy documents, including the Central Business District Option Plan 1A, the Downtown Parking Study and Land Use Report, and the Central Fullerton Redevelopment Plan. These documents have been synthesized in the Central Downtown Focus Area policies.

The City's efforts to turn the Downtown around have been quite successful. It is a much more pedestrian-friendly place than in the past, with a streetscape and off-street parking/walkway system that invites pedestrian use. The City uses the Downtown as a valuable community resource for celebrations, such as the annual Night in Fullerton. There is still room for improvement, particularly in sustaining solid economic activity, but much has been accomplished, even in the face of strong economic competition from other commercial centers in and outside the City. A major opportunity exists to tie the Transportation Center and Downtown together in ways that generate a synergy between the two. The potential for achievement in this area is considerable, given the quality foundation of both areas upon which such planning can be based.

4.3 Fiscal Viability

As the City continues towards buildout, the City is challenged to provide long-term fiscal viability without the ability to significantly alter its existing fiscal base through new development. To properly plan for long-term fiscal viability—and to maintain high service standards—Fullerton must encourage the re-use of underutilized land in a manner which achieves the highest and best use in accordance with emerging economic trends, while accommodating other General Plan goals and policies.

See Goal LU-3

Sales Tax

Revitalizing older commercial centers and attracting new major tenants has proven successful for the city. Sales tax revenues increased at an average compounded rate of 8.7 percent per year between 1981 and 1990, with large increases in the mid- and late-1980s due to the addition of the Price Club, Home Depot, Home Base, Sam's Club, and the Metro Center. Data from the State Board of Equalization shows that the City has been strong in community and neighborhood sales but weaker in regional center-type sales, such as apparel and specialty retail.

Based on 1990 data, Fullerton is estimated to be capturing about 129 percent of its total estimated purchasing power, evidence that some retailers are reaching a market area outside of the City. Average sales per store in Fullerton are among the highest of similar cities in north Orange County. However, sales measured per person are below the county average, indicating that Fullerton's sales tax revenues may not be keeping pace with costs associated with the provision of services to residents of the City.

Property Tax

Over the ten-year period between 1981 and 1990, property tax revenues have increased at an average annual compounded growth rate of 8.4 percent. Much of the property tax revenue growth has been due to turnover and reassessment of properties. Since normal turnover does not usually yield overall increases as high as 8 percent, it is assumed that significant rehabilitation efforts and the strong real estate market during the 1980s produced higher than average increases in Fullerton's property tax base.

As of 1994, the prevailing severe national and Southern California recession has hit the real estate market, including both new construction and resale activity. With low interest rates, there has been considerable activity in refinancing of existing mortgages, further eroding the market for property purchases. While it appears that some investment in property has been stimulated very recently by investors wishing to capitalize on low interest rates, the economy has not generated a large number of buyers with the financing to purchase property, even at deflated prices. From a property tax standpoint, a mid-decade economic turn-around may generate increased real estate activity and increased property tax revenues, but this will occur with a property value that is generally less than it was during the 1980s.

Other Revenue

The City has developed other revenue sources which can be used to fund ongoing services, including special revenue funds and enterprise fund reimbursement. However, during the period between 1981 and 1990, revenues from special revenue funds decreased, primarily from declining federal entitlement Community Development Block Grant (CDBG) funds. In addition, recent changes at the state and county level have taken certain revenues from cities. Other recent developments, such as police booking fees and property tax administration fees at the County level, are further contributing to the erosion of municipal operating revenues. Additionally, State mandates are forcing cities to increase fees, further burdening the local fiscal structure.

A stable and adequate revenue base helps to maintain current levels of service; it contributes to governmental efficiency by increasing liquidity and choice, enabling the City to meet citizen and business needs for services and providing stability to the City government.

4.4 Focus Areas

It is a common practice to focus special attention on selected areas of a community for customized policy treatment not generally applicable elsewhere in the jurisdiction. In the Fullerton General Plan, these portions of the community are referred to as "Focus Areas." These areas are depicted on Exhibit LU-3. Specific policies for the focus areas are contained in Goal LU-5, found later in the Element.

Focus areas were developed through an extensive process of analysis of land use data, identification of candidate areas, thorough review by City staff, presentation and refinement at public workshops and, finally, discussion by city advisory commissions and the City Council. The result of these deliberations was a refined list of Focus Areas along with specific draft policies for consideration. This process enabled the decision makers and interested community members to thoroughly explore the implications and direction for these critical areas of change in the City.

Focus Area policies address the following issues:

- Pressures for change and immediate guidance;
- Desire to preserve and/or enhance special community resources which must receive high priority in order to avoid their loss;
- Unusual conditions that require non-conventional policy treatment;
- Areas considered to have more than one development option, requiring further, more detailed examination in order to identify the optimum maximum direction; or

- Areas which have special advantages or potential which should be promoted and augmented with actions which stimulate private investment interests as well as supportive public funds. For example, station locations along the Metrolink and potential urban rail lines.

The issue of fiscal viability relates very closely to the Focus Area treatment in the General Plan. Because these areas are largely commercial and industrial in character, their growth potential will have a substantial influence on the City's ability to maintain and expand its economic base. This is particularly critical in cases in which business stagnation prevails and current competitive advantage is limited by inefficient use of land, poor access, minimum aesthetic improvements, and low attention to property maintenance. These are areas in which change is desired and has not yet materialized. It is likely that desired changes will occur under foreseeable economic conditions only with sustained attention and strong policy direction by the City and heightened profit opportunities by the business community.

4.5 Relationship of Land Use and Circulation System

Over the long-range planning period of the General Plan, some properties citywide can be expected to redevelop to higher density intensities. While the General Plan supports this reuse and recycling, new development will place increased demands on the City's infrastructure, particularly its roadways. In order to provide residents, businesses, and visitors to the City adequate service levels, the City has designed a process to tie development approvals to the ability of infrastructure to meet increased demands.

See Policy LU-1.4 and Goals LU-4 and 5

City of Fullerton
General Plan

Focus Areas

1. Central Downtown
2. North Harbor Study Area
3. Glenwood/Union/Brookdale Area
4. South Harbor Study Area
5. Fullerton Transportation Center
6. ● Fixed Guideway Station Sites
7. Commonwealth and Chapman Corridors
8. Airport Industrial
9. Hughes Development Proposal Site
10. Sunnycrest Center
11. Page Street County Annex
12. Northeast Corner Orangethorpe and Brookhurst
13. Palm Stationers Site
14. Carter Bowl Site
15. Southeast Industrial Areas
16. Northern Industrial Areas

Areas Outside City Limits

- A. Buena Park Industrial Area, North of Airport
- B. La Habra Portion of Coyote Hills
- C. Anaheim Northrop Development Site

N
W E
S

CITY OF FULLERTON CALIFORNIA

1000 0 1000 2000 3000 4000 5000 Feet

City of Fullerton
Development Services Department
Geographic Information Systems

SVCOFGIS\PROJECTS\PROJECTS_OLD_MAPBASE\FOCUS_AREAS.APR

The importance of linking land development with improvements to the circulation system cannot be overstated. One of the most explicit requirements of the Government Code related to general plans is ensuring that land use commitments are supported by adequate transportation system capacity. Many strategies contained in the Circulation Element work to mitigate existing traffic problems as well as to require specific traffic improvement as new development occurs.

The Circulation Element also calls for alternative forms of mobility and assurance that transportation improvements and parking are designed to support designated land uses while maintaining harmony with the character of the City. Pedestrian and bicycle activity should be encouraged over automobile activity in portions of the City, particularly in the downtown and its linkages with the Transportation Center.

Two forms of alternative travel may influence land use development in the City. The first, Metrolink service to and from Fullerton, provides an opportunity over time to build a strong commuter pattern between Fullerton and the rest of the region. While this form of transport will certainly not replace the high number of motor cars, it will position the City to take maximum advantage of commuter travel patterns. Under certain possible future scenarios, this could represent an advantage to the City in competition for quality growth and continued revitalization of central Fullerton. The second alternative is the possibility of an Urban Rail Route linking Fullerton, Disneyland, the governmental center in Santa Ana, John Wayne Airport, the South Coast Metro area in Costa Mesa and the City of Irvine. If this system becomes a reality, it will further strengthen Fullerton's ability to satisfy economic, fiscal and transportation needs in the community.

4.6 General Plan and Zoning Consistency

The Land Use Element and the City Zoning Ordinance are two distinct land use regulatory mechanisms. The Land Use Element relates the General Plan's policies and actions to general areas and locations in the City and contains a graphic representation of forecasted land use distribution. The Zoning Ordinance is a regulatory mechanism which dictates specific and immediate control of land uses and identifies specific, detailed uses permitted within each zone. The Zoning Map depicts a specific location for each classification of land use and establishes requirements and development standards applicable to each. It is intended to serve as an implementing tool of the General Plan. Although both maps depict location, density and acreage for each of the major land use categories, some differences still exist between the two documents.

State law, by its requirement that *"zoning be in conformance with the General Plan"*, formally recognizes that the overall planning goals, objectives and policies of the City, presented in the General Plan, cannot be attained unless the regulatory mechanisms which establish specific development standards and restrictions for the location, distribution, scheduling and maintenance of land uses also lead to their attainment. Therefore, it is the policy of the City that differences between the City Zoning Map and the General Plan be resolved.

See Policy LU-2.4

5 GOALS, POLICIES AND PROGRAMS

The following goals, policies, and implementing programs have been developed to address key land use issues and to shape the future of the City as envisioned in the Vision Statement. Supplemental implementation data and strategies are included in "Land Use Plan" section.

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized policies and programs text represents changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

Overall Approach

Goal LU-1: *Land use decisions which are based on careful consideration of public health and safety, community concerns, existing and future envisioned City character, sound economic and resource conservation planning and public input.*

Procedures

Policy LU-1.1 Provide and implement clear, documented procedures which result in desired land use decisions, incentives, and regulations.

Purpose:

Ensure consistent and fair application of land use regulation and standards.

Programs:

a. Documentation of all land use decision-making procedures and standards.

b. Identification and documentation of non-codified standards used to evaluate discretionary projects.

c. Development and distribution of public information brochures.

d. Presentations to citizen groups and school workshops as requested.

Community Participation

Policy LU-1.2 Encourage neighborhood and community involvement in the land use decision-making process.

See also the following Chapter:
• *Implementation*

Purpose:

Obtain informed and effective community input in planning decisions.

Programs:

a. Neighborhood and community meetings.

b. Establish simple and clear public guides to the land use decision process in order to keep the public informed and participating in the planning process.

c. Continuation of state-mandated public noticing procedures.

Policy LU-1.3 Regulate development in areas where known or suspected fire, flood, earthquake, pollution, or other hazards exist, in order to minimize personal injuries and property damage.

Public Health and Safety Considerations

See also the following Chapter:
• Community Health and Safety

Purpose:

Minimize losses in developed areas due to natural hazards.

Programs:

a. Regulations in the Zoning Ordinance which allow flexibility in the placement of structures in order to avoid hazardous areas.

b. Mandatory site plan review for all development projects located in hazard zones.

c. Establishment of restrictions consistent with the County Airport Land Use Plan on land use around the Airport.

Policy LU-1.4 Minimize the impact of traffic congestion and unacceptable levels of noise, odor, dust and glare from new projects on all residential developments and other sensitive receptors, such as hospitals, schools, and rest homes.

Protection of Residences and Sensitive Receptors

See also the following Chapters:
• Circulation
• Community Health and Safety

Purpose:

1. Reduce the number of causes for land use related complaints.

2. Mitigate the traffic congestion to the City's acceptable standard of LOS D and mitigate unacceptable levels of noise, odors, dust and glare which affect residential areas and sensitive receptors.

3. Locate new single-family development facing away from arterial highways where possible.

4. Mitigate potential conflicts between multiple-family dwelling units and adjacent residential neighborhoods by physically separating them where possible.

Programs:

a. Revision of the Zoning Ordinance as necessary.

b. Discussion in staff reports which addresses traffic impacts and circulation issues and how to mitigate undesired impacts.

c. Establish regulations in the Zoning Ordinance which address compatibility between multiple-family development and single-family neighborhoods.

Policy LU-1.5 Protect the natural landscape, topography, drainage ways, recharge basins, and plant and animal life to the greatest extent possible when vacant land is developed.

Environmental Considerations

See also the following Chapter:
• Resource Management

Purpose:

Retain the most significant natural features, including hillsides, coastal sage scrub habitat in the Coyote Hills, and views on the remaining undeveloped land in the City.

Programs:

a. Development and implementation of specific plans which protect significant natural features for the Coyote Hills and other applicable areas of the City.

b. Continuation of grading and landscaping standards.

Policy LU-1.6 The City will consider all General Plan goals and policies, including those that relate to land use, in the evaluation of proposed development projects.

Implementation of General Plan

See also the following Chapter:
• Implementation

Purpose:

1. Assure consistency between all new developments and the General Plan.

2. Attain consistency between the General Plan and all City Ordinances.

Programs:

a. Establishment of a General Plan Policy checklist to be used and revised as necessary.

b. Continuation of the interdepartmental committee to regularly review proposed development projects and General Plan revisions.

*c. **Publish annual General Plan status reports at the beginning of each budget cycle.***

*d. **Develop and implement a comprehensive zoning/General Plan consistency program.***

e. Periodically update the Zoning Ordinance as needed to ensure consistency with the General Plan and to provide necessary implementing regulations.

Policy LU-1.7 Work closely with Federal, State, regional and local agencies to ensure that objectives common to the City, its neighbors and larger communities of interest are furthered.

Regional Coordination

See also the following Chapter:
• Regional Coordinator

Purpose:

*1. **Cooperate with other agencies to implement multi-jurisdictional programs.***

*2. **Promote the City's interest in air quality, transportation, waste management and growth management issues of regional relevance.***

3. ***Increase communications between jurisdictions.***

4. *Conserve public resources by sharing the costs of programs with other jurisdictions where feasible.*

Programs:

a. Participation in appropriate municipal associations and organizations at the subarea, countywide, regional and statewide levels.

b. Staff review and comment on issues under consideration by Federal, State regional or local agencies which are likely to affect Fullerton.

c. ***Notification of neighboring jurisdictions when applicable.***

Land Use

Goal LU-2: *Compatible and balanced land uses which are well maintained or revitalized, provide pleasant environments, and adequately serve present and future populations.*

Land Use Mix

Policy LU-2.1 Plan for a balanced development pattern that includes diversity in employment opportunities, goods and services, residential choices, and open spaces.

Purpose:

Maintain a reasonable balance among residential, commercial/office, industrial and open space designations.

Programs:

a. Consideration of achieving balanced land uses during the preparation of specific plans and periodically as part of the General Plan review process.

b. Maintain and update the Land Use Map as part of the General Plan review process.

Land Use Conflicts

Policy LU-2.2 Minimize conflicts among industrial, commercial, and residential land uses.

See also the following Chapter:
• *Circulation*

Purpose:

1. Reduce or eliminate commercial and industrial through-traffic in residential areas.

2. Mitigate the adverse impact of commercial and industrial developments on residential land uses.

Programs:

a. Revision of zoning designations as necessary so that major commercial and industrial areas are easily accessible by railroad lines, freeways, or major arterials.

b. Mandatory site plan review of all new commercial and industrial developments.

c. Utilization of office/professional zoning as a buffer between commercial and residential developments where feasible.

Policy LU-2.3 Encourage the provision of public open space and recreational areas in residential neighborhoods.

Open Space

See also the following Chapters:
- *Community Services*
- *Resource Management*

Purpose:

1. Preserve both public and private open space, particularly in the Coyote Hills.

2. Reduce the deficiencies in open space and recreational reserves in existing residential neighborhoods.

Programs:

a. Document existing and projected open space and recreation deficiencies.

b. Identify potential sites for open space and recreational opportunities.

c. Designate appropriate open space and recreational opportunities on the Land Use Plan.

d. Because of their open space significance, insure permanent preservation of planned open space in the Coyote Hills.

Policy LU-2.4 Encourage the maintenance of healthy residential neighborhoods, the stabilization of transitional neighborhoods, and the redevelopment or rehabilitation of deteriorated neighborhoods.

Residential Neighborhood Maintenance, Stabilization and Rehabilitation

See also the following Chapters:
- *Resource Management*
- *Housing*

Purpose:

1. Prevent neighborhood deterioration.

2. Revitalize or redevelop deteriorated neighborhoods.

3. Rehabilitate and preserve historically significant neighborhoods.

Programs:

a. Periodic review and reconciliation of areas where zoning designations and existing land uses are inconsistent.

b. Development of standards which allow for the identification of healthy, transitional and deteriorated neighborhoods.

c. Early identification and periodic monitoring of transitional neighborhoods and deteriorated neighborhoods.

d. Development, continuation and implementation of proactive, special programs and projects for neighborhood revitalization or redevelopment, such as Operation Clean-Up to address neighborhood deterioration and blight.

e. Coordination of revitalization/redevelopment efforts with capital improvement projects.

f. Early and close interaction with neighborhood residents during the development of plans fostering revitalization/redevelopment.

g. Designation of historic local landmarks and preservation zones.

h. Identify and prioritize redesignation of residential areas with inconsistent general plan and zoning designations.

i. Prepare and implement specific plans for large residential areas with revitalization pressures and potential which include incentives for lot consolidation, design enhancements and infrastructure improvements.

Policy LU-2.5 Respect and retain the character of existing residential neighborhoods and encourage the establishment of a unique identity in new neighborhoods.

Neighborhood Preservation

See also the following Chapter:
• Resource Management

Purpose:

1. Encourage and retain a sense of identity for every neighborhood.

2. Assure new construction and public improvements in existing neighborhoods are compatible with the neighborhood's character.

Programs:

a. Establishment of review standards which favor projects that capitalize on existing natural features and creatively use man-made features such as buildings, landscaping, and edge-treatments.

b. Discussion in staff reports which addresses the compatibility of proposed development (use, design, etc.).

c. Mandatory site plan review of multiple-family developments.

d. Review of development on properties designated as a "Local Landmark."

e. Designation of historic local landmarks and preservation zones.

f. Review of public projects which affect the character of neighborhoods.

g. Require RDRC review for new and remodeled single-family residences when determined necessary by Staff to address compatibility issues.

h. Establish and enforce flexible guidelines regulating the allowable scale and lot coverage in existing neighborhoods to control out-of-scale development.

Policy LU-2.6 Encourage the development of multiple-family dwellings near employment opportunities, shopping areas, public parks and transit lines.

Multiple-Family Housing

Purpose:

1. Balance higher density uses with nearby open space.
2. Provide an adjacent residential base sufficient to sustain major commercial developments.

Programs:

a. Provide multiple-family land uses near employment opportunities, shopping areas, public parks and transit.

b. Encourage projects which combine complementary commercial uses with multiple-family housing.

Commercial and Industrial Land Uses

Goal LU-3: *A diversified and stable commercial-industrial base with uses reflecting concerns of market access, land use compatibility, housing availability, adequacy of public facilities, economics, and aesthetics.*

Policy LU-3.1 Actively encourage commercial and industrial businesses which contribute to the diversification and expansion of the City's economic base to locate and/or remain in Fullerton.

Overall Approach

Purpose:

1. Diversify the City's economic base.
2. Increase and stabilize the tax base sufficient to sustain ability to provide required facilities and services.
3. Provide a business climate which encourages existing business to stay and new businesses to locate in Fullerton, to the benefit of the entire community.

Programs:

a. Preparation of reports for Planning Commission and City Council review which assess the character of Fullerton's economic base and its competitive position with the County and neighboring cities.

b. Actively search for industrial or commercial projects which will diversify Fullerton's economic base.

c. ***Survey firms in terms of concerns which may cause them to leave and their degree of satisfaction with the City's business climate.***

d. Publication of an up-to-date Vacant Land Directory and development opportunity summary.

e. Discussion and analysis in staff reports and Environmental Impact Reports which address the economic issues and fiscal impacts of proposed developments deemed significant to the City's well-being.

f. Periodic review of City development standards as to their impact on the business climate.

g. Encouragement of cooperative efforts with local businesses and business organizations.

h. Develop and implement an overall retail strategy that includes retaining purchasing power from future households in the Coyote Hills and intensifying complementary commercial uses in the Downtown.

i. Continue to protect and enhance the City revenue base and employment opportunities through economic development activities, including business outreach, customer service, development assistance, business assistance, public relations, regulatory reform and pursuing business financial incentives.

j. Monitor on an ongoing basis economic trends/conditions and legislative activities, as well as fiscal impacts of new development.

k. Oversight of economic development activities by the Economic Development Department, the Economic Development Action Team, the Downtown Committee, and the Mayor's Business Roundtable.

Policy LU-3.2 Encourage commercial and industrial developments that are aesthetically pleasing and functionally efficient.

Design Considerations

See also the following Chapter:
• Circulation

Purpose:

1. Enhance the City's physical appearance.

2. Provide multiple services in community shopping areas.

Programs:

a. Establishment of review standards which favor coordinated architectural and landscape design and compatibility with surrounding developments.

b. Mandatory architectural review in redevelopment areas of new commercial and industrial developments and major additions to existing businesses.

c. Review proposed development on properties designated as a "Local Landmark," using established criteria.

d. Encouragement of attractive and compatible signs.

e. Regulations in the Zoning Ordinance which require the upgrading of substandard public improvements with major changes of use or additions to existing facilities.

f. Revisions to the Zoning Ordinance which establish incentives to consolidate existing commercial development into centers with shared parking facilities.

g. Periodic review of commercial zoning designations on parcels with insufficient depth to be properly developed with commercial uses.

h. Encouragement of mixed uses.

i. Consideration of pedestrian, bicycle, bus and equestrian access and bicycle parking during site plan review of commercial facilities.

j. Strategic scheduling of Capital Improvements to reinforce business investments.

k. Encourage functional pedestrian, bicycle and vehicular internal circulation between commercial developments.

l. Develop regulations and guidelines for mini-malls and strip commercial development. Work with property owners at existing centers to address recurrent problems.

m. Create urban open space experiences in redevelopment areas to promote pedestrian activity and encourage a sense of civic pride.

n. Review all new development and redevelopment proposals for inclusion of bicycle facilities and pedestrian amenities.

o. Reinforce and expand the use of public and quasi-public buildings as important "nodes" through complementary land uses, open spaces, architectural themes and associated public improvements.

p. Develop land use compatibility criteria and buffer requirements to encourage complementary land uses surrounding the airport.

q. Include community design efforts in the City's Budgeting and Capital Improvement program.

Policy LU-3.3 Encourage the redevelopment and/or revitalization of existing commercial areas.

Commercial Redevelopment and Revitalization

See also the following Chapter:
• Land Use

Purpose:

1. Increase property values in redevelopment areas.
2. Decrease vacancy rates in commercial areas.
3. Increase taxable sales.

4. ***Address physical blight and enhance commercial design.***
5. ***Apply the most effective combination of rehabilitation, intensification, infill development, redevelopment and use of financing tools in achieving the city's revitalization agenda.***

Programs:

a. Implementation of adopted redevelopment plans.

b. Encouragement of revitalization efforts by local businesses and business organizations.

c. Establish and periodically review General Plan focus areas.

Growth Management

Goal LU-4: **Orderly growth and development based on the City's ability to provide adequate transportation and infrastructure facilities.**

Future Growth

See also the following Chapter:
- *Circulation*

Policy LU-4.1 Accommodate population growth to the extent that the community's health, safety, and welfare are maintained, as compatible with the City's character and stated General Plan objectives.

Purpose:

Accommodate a projected 140,000 people of all ages and socio-economic characteristics upon full development.

Programs:

a. Revision of zoning designations and site development standards as necessary to protect public health, safety, and welfare.

Traffic Level of Service (LOS) and Related Programs

See also the following Chapters:
- *Circulation*
- *Regional Coordination*

Policy LU-4.2 **Balance land use and traffic capacity, so that existing and future development can be supported by the roadway network at traffic levels of service (LOS) no worse than LOS D (with reasonable exceptions in order to preserve City character).**

Purpose:

1. **Ensure needed traffic improvements are planned, funded, phased and constructed as development proceeds.**
2. **Comply with Measure M and Congestion Management mandates.**
3. **Ensure careful consideration of City character consistent with the Vision Statement and Land Use Element.**

4. Provide a cooperative process with neighboring communities to implement regionally needed traffic improvements.

Programs:

a. Ongoing planning for future land use growth and corresponding traffic improvements, with careful consideration of city character consistent with the Vision Statement and Land Use Element.

b. Establish a comprehensive traffic fee program and other programs/actions to provide funding for needed traffic improvements.

c. Establish comprehensive traffic improvement phasing and implementation/construction programs to ensure traffic improvement implementation.

d. Establish an annual monitoring program to provide information necessary for planning, phasing and construction programs.

e. Participation in inter-jurisdiction groups to plan traffic coordination improvements of regional significance.

Focus Area Policies

Goal LU-5: Specific land use policies as appropriate to guide and stimulate land use growth in specific areas of the city.

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1. Central Downtown

a. Promote increased evening hour vitality through intensification of design, enhanced housing, commercial, and entertainment uses.

b. Refine the existing development objectives for the central business district.

c. Identify remaining infill development opportunities.

d. Develop pedestrian links between existing activity centers in central, north and south Downtown areas.

e. Increase cultural opportunities such as the Museum Center and Farmer's Market, and encourage the development of a Downtown cultural center.

f. Prioritize alternative modes of transportation and strive to make it easier to shop the Downtown through modifications to traffic circulation, parking, bicycle and pedestrian systems.

g. Enhance and promote the historic identity through unique uses which set the Downtown apart from surrounding communities.

h. Plan for the fixed guideway.

i. Consider a focused study and/or comprehensive urban design plan for the Downtown.

j. Continue business retention and business incubation efforts to preserve the tax base, promote the Downtown as an economic unit, attract additional commerce, and increase foot traffic/retail sales.

k. Intensify land uses, especially restaurants, entertainment and housing. Consider the creation of a central public open space Downtown and sponsor special events and promotional activities there. To develop increased eighteen-hour vitality Downtown, establish a link with the community and promote pedestrian activity.

l. Emphasize rehabilitation and adaptive reuse of existing structures and public spaces with additional emphasis given to historic structures, rather than destruction and clearance.

m. Strive to maintain a balance between commercial, retail, housing, office, entertainment, cultural/arts and other complementary uses.

n. Clarify the community's vision for "buildout" of the areas directly around the transit center.

2. <u>North Harbor Study Area (Harbor Blvd between Chapman and Berkeley)</u>

a. Increase economic vitality through improved aesthetics and intensification of commercial and residential development.

b. Establish activity centers with pedestrian linkages to existing activity centers in the central downtown area.

c. Address parking needs.

d. Provide development incentives to potential project proponents.

3. <u>Glenwood/Union/Brookdale Area</u>

a. The long-range land use for this area should be multiple-family residential.

4. <u>South Harbor Study Area (Harbor Blvd between Transportation Center and Orangethorpe Avenue)</u>

a. Increase economic vitality through intensification of commercial development. Consider lot consolidation, establishment of pedestrian linkages between adjacent neighborhood commercial strips.

b. Improve aesthetics.

c. Establish activity centers with pedestrian linkages to existing activity centers in the central Downtown area.

5. Fullerton Transportation Center

a. Plan for and prioritize alternative modes of transportation when considering new development opportunities in the area, including the fixed guideway system.

b. Establish pedestrian and bicycle links with surrounding neighborhoods and the Central Business District.

c. Consider rezoning to guide future "transit oriented" development intensities and land use relationships in proximity of the Transportation Center. "Transit oriented" development intensities should include mixed retail, commercial, high density residential, office, train-oriented manufacturing and supporting uses (including child care, cultural, dining, international, etc.) to increase transit ridership.

d. Capitalize on the increased transit ridership to improve the economic viability of nearby businesses.

e. Plan for additional public and private parking to address future train ridership needs and respond to increasing congestion, resulting from the development and occupation of properties around the transportation center.

f. Conduct a separate study and/or plan to fully realize the potential of Fullerton Transportation Center.

6. Potential Fixed Guideway Station Sites

a. Establish pedestrian and bicycle links to surrounding neighborhoods.

b. Consider intensification and mixed use to increase potential ridership.

c. Capitalize on the increased transit ridership.

d. Ensure sufficient parking is provided.

7. Commonwealth and Chapman Corridors

a. Improve aesthetics and economic vitality.

b. Develop regulations and guidelines for mini-malls and strip commercial development. Work with property owners at existing centers to address recurrent problems.

c. Develop incentives for combining lots.

d. Consider selective office-preservation zoning which encourages adaptive re-use in order to preserve historically significant residential properties located in commercial zones.

e. Conduct a separate corridor study/plan to determine future uses and design considerations.

8. Airport Industrial

a. Capitalize on economic benefits of Airport.

b. Identify and seek complementary uses.

c. Build in potential for multi-modal transportation.

d. Emphasize higher density employment generating uses.

9. Sunnycrest Center

a. Develop a plan with property owners and adjacent neighborhoods for better utilization of this commercial center.

b. Potential development opportunities include: Increased commercial intensity; a medical office complex and uses complementary with surrounding medical facilities.

10. Page Street County Island Within Fullerton's Sphere of Influence

a. Monitor development pressures to ensure compatible future development.

11. N/E/C Orangethorpe and Brookhurst

a. Work with property owners to increase commercial intensity and improve aesthetics at this underutilized commercial center.

12. Former Palm Stationers Site

a. Work with property owners to capitalize on the economic development opportunity provided by this site's proximity to the freeway.

b. Opportunity for commercial and/or office uses.

13. Carter Bowl Site

a. Work with property owners to capitalize on the economic development opportunity provided by this site's proximity to the freeway.

b. Options include freeway-oriented commercial (such as a car

dealership), high-rise office, or entertainment-related uses.

14. Southeast Industrial Area

a. Intensify economic use of land and maximize employment opportunities.

b. Build in potential for multi-modal transportation.

c. Consider mixed use opportunities, such as home-work and lofts, in warehouse-dominated areas.

d. Establish pedestrian and bicycle links to transit centers/stops.

15. Northern Industrial Area

a. Intensify economic use of land/maximize employment opportunities.

b. Consider mixed use opportunities, such as home-work and lofts, in warehouse-dominated areas.

c. Establish pedestrian and bicycle links to transit centers/stops.

d. Consider potential opportunities associated with Imperial Superstreet designation.

16. Potential Future Library Sites

a. Potential branch library sites are envisioned in the vicinity of Brea and Bastanchury and the vicinity of Gilbert and Rosecrans.

Focus Areas Adjacent to the City Boundary

1. Buena Park Industrial Area North of the Airport

a. Monitor environmental data for traffic and health/safety impacts.

2. La Habra Portion of the Coyote Hills

a. Monitor environmental data for traffic and health/safety impacts as well as impacts on aesthetics and designated vista points within Fullerton.

3. Anaheim Northrop Development Site

a. Monitor environmental data for traffic impacts as well as impacts on demands for recreational facilities within the City.

6 LAND USE PLAN

The 1994 Land Use Plan is comprised of the Land Use Map (Exhibit LU-3), growth projections for individual Traffic Analysis Zones (TAZs), and specific building intensity standards. It responds directly to the key policy issues identified during the 1994 General Plan Update. Most notable among them is the need to insure balance between the projected land use demands and circulation system capacities and provide guidance for change in a number of focus areas which represent the City's most pivotal growth opportunities. The Land Use Plan provides a policy management tool for guiding remaining physical development decisions facing the City.

6.1 Summary of Anticipated Land Use Changes

The 1994 Land Use Plan provides for a moderate amount of future land use growth and includes traffic improvements beyond that called for in the 1981 Circulation Element. It represents a conservative growth projection for the City with the most significant component of growth associated with the adopted specific plans for the Coyote Hills and the Imperial Unocal property. Remaining growth in the City will come from incremental buildout of vacant or underutilized properties with intensification of commercial and residential use in the Downtown Mixed Use area; refinement and consistency of use in the Office and General Commercial designations; buildout and intensification in targeted industrial locations and intensification within transitioning residential areas. Specifically, the Land Use Plan reflects the following parameters:

- Conservative intensification of industrial Focus Areas.
- An approximate 10% increase in non-focus area commercial intensity as properties recycle and revitalize.
- An approximate 5% increase in non-focus area industrial intensity as properties recycle and revitalize.
- Industrial development of the northern 150 acres of Hughes property at the current floor area ratio of .33 (while recognizing that the ultimate land use for this area may change).
- Approximately 25% of existing Downtown commercial uses being developed/revitalized with a medium density residential component (28 DU/AC).

The 1994 Land Use Plan will modify the present acreage distribution of land uses in the City as shown in Table LU-2, Land Use Summary. The Plan reflects the fact that most of the City is already built and a significant amount of the current development, in terms of use/intensity, is expected to remain as it is for the next two or three decades. This is especially true of the City's single-family residential neighborhoods as well as numerous office, commercial and industrial uses. The Land Use Plan is therefore largely based on the existing uses and prevailing development intensities.

TABLE LU-2 1994 GENERAL PLAN LAND USE SUMMARY			
Land Use	Existing Conditions[1]	Preferred Alternative	Acres of Change
RESIDENTIAL			
Greenbelt	328.42	1,461.01	1,132.09[2]
Low Density Residential	4,587.53	4,658.18	70.65
Low/Medium Density Residential	209.05	262.63	53.58
Medium Density Residential	693.97	767.62	74.05
High Density Residential	53.57	57.93	4.36
Residential Sub-Total	**5,873.04**	**7,207.37**	**1,334.73**
COMMERCIAL			
Commercial	528.14	553.01	24.79
Office	103.91	112.53	8.62
Downtown Mixed-Use	12.19	34.91	22.72
INDUSTRIAL			
Industrial	1,330.84	1,527.27	196.43
PUBLIC/INSTITUTIONAL			
Government	196.80	196.80	0
Religious Institutions	112.25	112.25	0
School	644.76	644.76	0
OPEN SPACE/PARKS/RECREATION			
Parks/Recreation	756.35	759.05	2.70
ROADWAY/RIGHT-OF-WAY			
Freeways	118.29	118.29	0
Railroads	128.49	128.49	0
Roadways	2,784.01	2,784.01	0
Flood Control	60.62	60.62	0
Non-Residential Sub-Total	**6,139.60**	**6,394.95**	**255.35**
OTHER			
Vacant/Other	1,589.68	0	(1,589.68)
TOTAL	**14,239.36**	**14,239.36**	**0**

1. As of January, 1994.
2. Change involves conversion of oil and gas recovery uses to greenbelt concept uses.

Table LU-3, Preferred Land Use Buildout, presents the anticipated increase in single- and multiple-family residential units and forecasts the associated population growth, as well as identifying the increase in non-residential square footage.

TABLE LU-3
PREFERRED LAND USE BUILDOUT
(Dwelling Units/Square Feet)

Land Use	Existing Conditions	Preferred Alternative	Change in DU/Sq. Ft.	Change in Population[1]
RESIDENTIAL				
Single Family	22,747 DU	24,588 DU	1,841 DU	5,118
Multiple-family	20,733 DU	24,550 DU	3,817 DU	10,611
COMMERCIAL				
General Commercial	17,245,000 SF	17,955,296 SF	710,296 SF	
Office	2,376,089 SF	2,579,340	203,251 SF	
Downtown Commercial	257 DU 4,260,000 SF	524 DU 4,440,403 SF	267 DU 180,403 SF	742
INDUSTRIAL				
Industrial	26,180,000 SF	29,178,229 SF	2,998,229 SF	
PUBLIC/INSTITUTIONAL				
Hospital		+ 50,000 SF	50,000 SF	
Cal State Fullerton		Dormitories		2,130
Residential Total (units)	43,737	49,662	5,925	
Non-Residential Total (square feet)	50,061,089	54,203,268	4,092,179	

1. Calculated on 2.78 persons per household per 1990 Census. This average household size is citywide and reflects an actual range in household size, both geographically within the City and between housing types. Generally, family size is less than 2.78 persons per household in higher density development and greater than 2.78 in typical single-family development.

6.2 Development of Land Use Alternatives

To generate the growth and population projections which constitute the Land Use Plan and which were used in the circulation system model, the total study area was broken down into 63 subareas of similar development types and traffic generation. These subareas are called Traffic Analysis Zones (TAZs). Areas of multiple-family, single-family, industrial, commercial, office and other uses were grouped into TAZs to make them easily defined and circumscribed by the street and highway system. In some cases an entire TAZ reflects one single land use designation, or a combination of each: one residential and one non-residential. Twenty-nine of the 63 TAZs predominantly represent a single commercial or industrial zoning designation.

Each TAZ was individually analyzed to allocate approved projects, Specific Plan projections, infill potential, building potential based on current zoning for vacant parcels, and estimates of general intensification of commercial and industrial areas. The foundation for potential intensification was determined on the basis of each TAZ's economic potential, existing level of development, Focus Area policies and other pertinent knowledge.

The overall land use transformations anticipated due to General Plan buildout are primarily attributed to development of currently vacant land in the approved East and West Coyote Hills Specific Plan areas and the Imperial Unocal property. Alteration of currently vacant land accounts predominantly for the volume of land use change within the Greenbelt designation. Development of currently vacant land to the permitted maximum designations represents approximately one half of the increased acreage in both the Industrial and Low Density Residential classifications.

A few residential areas which were developed at densities below their General Plan designation potential are anticipated to transition and/or intensify through recycling of units to the maximum permitted density. However, most residential areas will remain as they are currently. Detailed analysis of land use changes, based on an extensive inventory of existing land uses, is presented in the General Plan Technical Appendices.

6.3 Land Use Map

The Land Use Map, Exhibit LU-4, is a graphic representation of the planned land uses for the City. The Map depicts parcel-specific land use designations developed through computerized mapping techniques.

The Map calls for seven general types of land use activities: residential, commercial, office, Downtown mixed use, industrial, public land, and religious uses. The following summary of land use designations describes the types of activities inherently compatible within each designation as well as the factors influencing the placement of the designation in the City:

6.3.1 Residential Designation

The Land Use Map defines five residential designations, each with permitted development types and densities. Within these areas, the indicated residential designations dictate the use over the long term; however, in the cases of the higher density designations, lower density residential uses may also be permitted for the shorter term. Similarly, a small convenience commercial center may be an integral component of a residential neighborhood.

It is important to note that, as summarized previously in Table LU-3, a citywide population per household factor of 2.78 is used in calculating the various population densities for the General Plan land use designations. In actual fact, many multiple-family units will have lower ratios than indicated here; many lower density single-family dwellings will contain larger households. These patterns will vary from neighborhood to neighborhood, so no attempt is made here to provide detailed projections of this fundamental population characteristic. Thus, evaluation of projects

City of Fullerton
General Plan

Land Use Map

Residential
- Low Density
- Greenbelt Concept
- Low-Medium Density
- Medium Density
- High Density

Commercial
- Commercial
- Downtown Mixed Use
- Office

Industrial
- Industrial
- Railroad (Industrial)

Other
- Parks and Recreation
- School Facilities
- Government Facilities
- Religious Uses
- Amerige Heights Specific Plan District

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W E
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CITY OF FULLERTON CALIFORNIA

1000 0 1000 2000 3000 4000 5000 Feet

City of Fullerton
Development Services Department
Geographic Information Systems

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and their impacts should take into consideration the typical household size for that type of development, rather than a citywide average. The five residential designations are:

1. **Low Density:** Neighborhoods of single-family lots and Planned Residential Developments to a maximum of six units per acre, with a population standard of 16.68 persons per acre, based on a 1990 census average household of 2.78. The Land Use Map shows approximately 4,658.2 acres devoted to this residential category.

2. **Low/Medium Density:** Neighborhoods which may comprise multiple-unit attached dwellings and Planned Residential Developments to a maximum density of 15 units per acre with a population-per-acre standard of 41.7 persons per acre, based on 1990 census average household size of 2.78. The Land Use Map allocates approximately 262.63 acres to this residential category. The intent is to provide for duplexes, mobile homes, townhouses and condominium developments with a variety of densities and living arrangements.

   The Low and Low/Medium Density residential designations also allow private schools and day nurseries, churches, and neighborhood convenience commercial centers.

3. **Medium Density:** Neighborhoods of multiple-unit, attached residential developments to a maximum density of 28 units per acre with a population-per-acre standard of 77.8 persons per acre, based on 1990 census average household size of 2.78. These residential areas may presently consist of low density residential dwellings, but are suitable locations for duplexes; garden apartments; limited density multiple-family, attached developments; neighborhood churches and neighborhood convenience centers. This residential designation is commonly placed on land which is adjacent to commercial areas, schools, parks, and office facilities and also has convenient access to arterial streets or freeways. The Land Use Plan designates 767.6 acres to this use.

4. **High Density:** A designation for specific sites with suitable locations and infrastructure to accommodate multiple-unit, attached residential developments over 28 units per acre with a persons-per-acre standard of 77.8 persons per acre and above, based on 1990 census average household size of 2.78. However, the high density designation allows either medium or high density developments. Over 55 acres in the City are designated as High Density.

   It is the intent in the high density designation to reflect an average density in this category similar to the high density development which already exists in the City. What limited high density development may occur should be measured against that standard. It is specifically not the intent of this designation to jeopardize consistency of any existing high density development.

5. **Greenbelt Concept:** A special designation applied to the East and West Coyote Hills and the Imperial property. The Land Use Map designates approximately 1,461 acres within the Greenbelt Concept. The intent of this designation is to preserve, to the greatest extent feasible, the natural topography while creating a living environment which best serves the needs of its residents. *See Policies LU-1.5 and 2.3*

   The Greenbelt Concept is implemented through Master Specific Plans, which establish planning areas for residential development and allocate density and permitted dwelling unit totals. The total number of units permitted within the Specific Plan is limited by the total acreage multiplied by the maximum permitted density of three units per acre.

   Within the Greenbelt Concept area, rather than setting maximum densities for particular parcels of land, an overall average residential density of three units per gross acre has been established. Thus, through the use of density averaging, a portion of one parcel might be developed at a higher density while the remainder could either be permanently left vacant or developed at a lower density. This

averaging method is meant to encourage a variety of densities and types of units, to provide interesting development and community open space, and to help preserve the natural environment. A population per acre standard of 8.34 is established for the entire area, based on an average household size of 2.78 persons.

The Master Specific Plans which dictate the kinds and placement of land use in the Greenbelt designation require residential areas to have private greenbelt common areas and some private recreational facilities, as well as public parks, conservation areas, schools, other public and semi-public uses, and neighborhood commercial facilities.

The Greenbelt Concept encourages the clustering of single-family homes, townhouses, and apartments, leaving land available for passive and active open space, but may allow some areas of more standard development. At the same time, greenbelts are created to connect residential development with other activities in the area (i.e., schools, parks, and commercial centers).

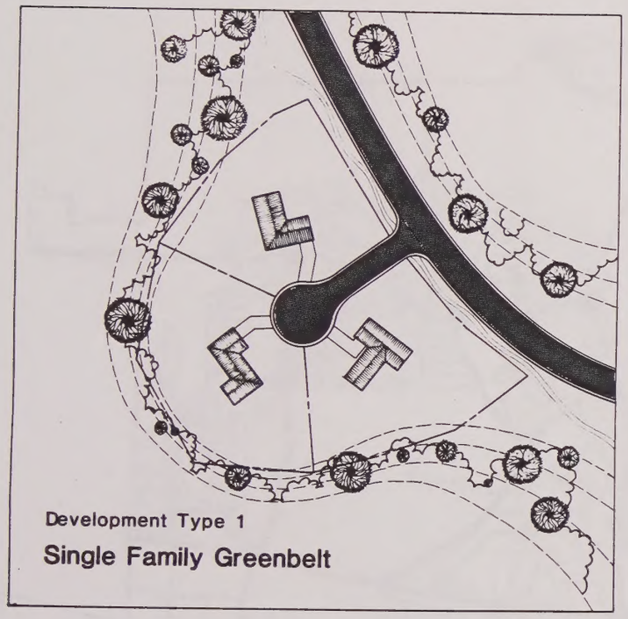
Residential development is to be designed in such a way as to limit the amount of grading required, employ contour grading where grading is necessary, be unobtrusive as viewed from the open spaces and surrounding areas and contain those amenities which contribute to a feeling of open space. Such amenities could include large lots, small lots with large common areas, low densities, open recreation areas, internal greenbelts and trails, and other similar aesthetic treatments.

A variety of housing types and styles would be accomplished by use of the following categories of residential development as depicted in Exhibit LU-5:

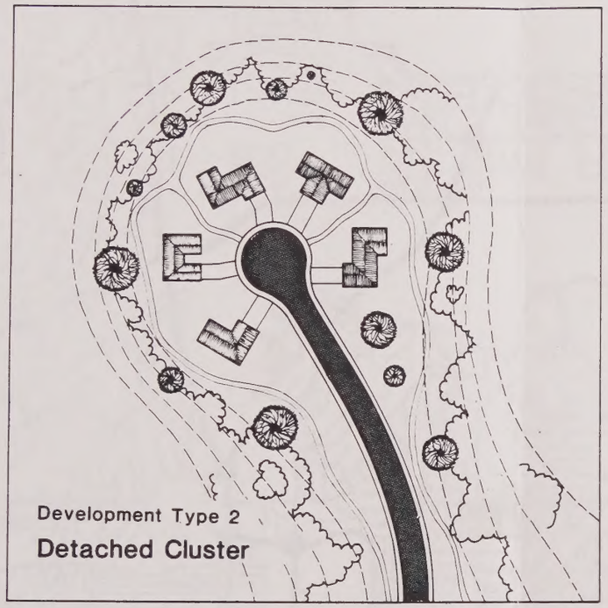
1. Single-Family - This category includes development which basically comprises single-family detached homes on individual lots of varying sizes. Also varying is the amount of internal open space in the form of trails, greenbelts or common facilities. Some or all of the trails and greenbelts within this type of development could be publicly owned, but all common facilities, such as play areas or swimming pools, would be privately owned. Those developments with the larger lot sizes usually will contain the least common, greenbelt, and trail areas and may be considered as satisfying the basic requirements of this Element. Smaller lot sizes allow for larger common open areas, greenbelts or trails areas and may be considered as satisfying the basic requirements of this Element. Smaller lot sizes allow for larger common open areas, greenbelts or trails and thus also meet the General Plan requirements. Requirements for common areas can be waived under certain circumstances where compensating amenities are provided. Such cases will be determined on an individual basis.

2. Detached Cluster - Included in this category are single-family developments arranged in clusters of detached units. These can take the form of patio homes or single-family homes or a variety of other innovative cluster designs. The limiting factor is that all category two developments must have reasonable amounts of privately owned and maintained open spaces and recreation areas. Usually, this development type is found in slope areas because the clustering concept minimizes total grading efforts.

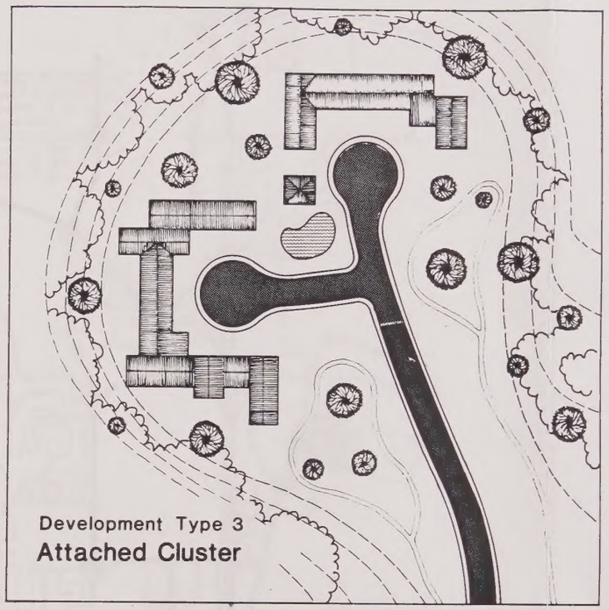
GREENBELT CONCEPT
RESIDENTIAL DESIGN



Development Type 1
Single Family Greenbelt



Development Type 2
Detached Cluster



Development Type 3
Attached Cluster

NOTE: Refer to Coyote Hills Specific Plan for further information.

THE PLANNING CENTER

CITY OF FULLERTON

3. Attached Clusters - The greatest variety of housing types can be found in this category because it includes all clusters of attached units. These units can be garden apartments, condominiums or townhouses, and density varies greatly depending on the specific unit type.

The average overall gross density shall not exceed three units per acre for the total property but standard individual projects may contain greater densities as long as the overall three units per acre remains the guiding limit. This will further assure a basic openness while permitting a variety of housing types.

Provision for low and/or moderate-priced housing is encouraged, and increased densities would be permitted for such developments.

6.3.2 Commercial Designation

The commercial designation applies to areas planned for general shopping, entertainment activities, and personal services (various retail businesses, theaters, hotels, banks, etc.), as well as highway-oriented commerce (restaurants, gas stations, automotive repair and service). The building intensity standard (Floor Area Ratio) for the commercial designation consists of a range from .25 to .35 square feet of building per square feet of land.

The commercial designation is applied based on the need to satisfy local and regional market demands, its accessibility by available transportation systems and the relationship to adjacent land uses. Commercial areas for trade and services requiring daily trips are generally small, numerous and located close to the demand of the neighborhood. Regional centers serve a much larger population by providing commercial activities not needed on a regular basis. Their location is primarily determined by major transportation routes which allow easy access by both consumers and suppliers.

See Policies LU-3.1, 3.2, 3.3 and Goal LU-5

6.3.3 Office Designation

The office space designation is applied to areas which can reasonably accommodate office facilities for "quiet" services such as legal, insurance, real estate, architectural, engineering and medical/dental offices. This type of land use activity requires a location that is convenient and accessible to clients. The building intensity standard (Floor Area Ratio) for the office designation consists of a range from .30 to .35 square feet of building per square feet of land.

Office space areas often serve as a good transition or buffer activity between residential properties and intense land uses such as commercial developments, large institutions, or major arterial highways. Sufficient office space often influences a community's economic growth prospects. In addition to providing employment opportunities and locations close to city residents, the expansion of this activity frequently serves to strengthen existing retail trade and boosts property values.

6.3.4 Downtown Mixed-Use

The Downtown Mixed-Use category was designed to support the policies for the Downtown Focus Area as part of the General Plan Update. This category provides a complementary and creative mix of retail, professional office, commercial support, institutional and higher density residential uses that are located on the same parcel, combined in the same building, or within the same project area. The intent of the Mixed-Use category is to provide the opportunity for combinations of land uses which achieve superior design or functional standards not typical of individual land uses. The building intensity standard (Floor Area Ratio) for the Downtown Mixed Use designation is .9 square feet of building per square feet of land, except in the Downtown Parking District, where it is 2.0.

See Goal LU-5

6.3.5 Industrial Designation

The industrial designation accommodates manufacturing activities, wholesale operations, storage and warehousing facilities, research and testing laboratories, and various activities normally not permitted in other designations.

Over the years Fullerton has been fortunate in attracting desirable industrial development. While creating a healthy employment base, such development is also part of a workable pattern of land uses. Industry has continued to locate in Fullerton as a result of a number of positive factors, including the availability of a diverse labor pool, a strong transportation network, educational and cultural facilities, quality public services, and a mixture of residential neighborhoods.

In specifying an area as industrial, consideration must be given to many conditions including:

- Physical land characteristics, such as topography and soil type;
- Availability of adequate transit networks, public facilities and services;
- The location and nature of existing industrial development;
- Present and projected surrounding land uses; and
- Economic indicators such as the absorption rate of industrially zoned land.

Industrial areas have a building intensity standard (Floor Area Ratio) range of .40 to .45 square feet of building area per square feet of lot area.

6.3.6 Public Land Designation

A Public Land designation applies to all properties other than public rights-of-way which are planned for a use or activity that is intended to benefit the general public. Land within this designation is improved to satisfy the community need for adequate educational facilities, open space and recreational facilities and municipal service facilities. Such property accounts for approximately 841 acres within Fullerton, divided into designations of public lands as follows:

1. **School Facilities:** These are properties which the City wishes to devote to sites for public education (elementary schools, junior and senior high schools, and colleges) under the jurisdiction of the various school districts.

2. **Government Facilities:** Properties providing facilities necessary or desired for public health, safety and welfare (police and fire stations, reservoirs, libraries, community centers, social service providers, and the City Hall/Basque Yard buildings), owned either by the City or County government.

The locational considerations of these properties vary, depending on their function. A single-unit facility like the Police Station and City Hall needs to be centrally situated for the community's residents and be easily accessible for the public to conduct municipal business. On the other hand, multiple-unit facilities, each designed to serve only a section of the total community, should be dispersed throughout the City in an efficient and equitable pattern.

3. **Parks and Recreation:** These are properties which the City wishes to devote to recreational facilities or visual and usable open space areas (parks, vista points, golf courses, flood control basins, and conservation areas).

   Ideally, open space lands should be evenly distributed within the community. Due to physical features however, this composition is rarely realized. Some natural land formations and terrain are highly valued, desired or required as public open space properties. Such properties will be more apparent in one part of a community than another. The development of a system of neighborhood parks, on the other hand, should allocate more equally usable open space throughout the many residential areas of the City.

6.3.7 Religious Institutions

The Religious Institution designation is newly created for the General Plan Update. This designation includes properties devoted to religious worship and related educational opportunities, which may be located in either residential, industrial, or commercial areas. There are 112.25 acres devoted to religious institutions in the City.

6.4 General Plan and Zoning Consistency

Government Code Section 65860 requires that zoning ordinances in general law cities be consistent with the General Plan. Consistency is considered to be established only if: 1) the City has adopted such a plan, and 2) the various land uses authorized by the Zoning Ordinance are compatible with the objectives, policies, general land uses, and programs specified in the General Plan.

This requirement emphasizes the importance of clearly defining the General Plan as a long range policy, and the Zoning Ordinance as a short-range implementing device. The General Plan land use designations represent the preferred direction of development, while the Zoning Code, through its regulatory devices, is utilized to enact the intent of the General Plan. General Plan and Zoning Ordinance land use designations are correlated in the following Table LU-4.

Approximately 500 individual properties in the City were identified as having inconsistent Zoning and General Plan designations as part of the 1994 General Plan Update Program. Recommendations to resolve inconsistencies were developed through a series of neighborhood workshops for approximately half of the property areas. Resolution of the remaining inconsistencies is intended to be an ongoing process.

See Policy LU-2.4

TABLE LU-4 CORRESPONDING GENERAL PLAN AND ZONING DESIGNATIONS	
General Plan Designation	**Consistent Zoning Designations**
Low-Density Residential du/acre)	R-1 (1-6 du/acre) and PRD
Greenbelt Concept (Hillside preservation designation for Coyote Hills areas)	R-1 (1-6 du/acre) and PRD R-G, C-G, O-G, O-S
Low-Medium Density Residential (Up to 15 du/acre)	R-G (3,600 sq. ft./unit, 12.1 units/acre) R-2 (2 units/lot) R-2P (2 units/lot)
Medium Density Residential (Up to 28 du/acre)	R-3R (2,200 sq. ft./unit, 19.8 du/acre) R-3 (1,600 sq. ft./unit, 27 du/acre) R-3P (1,600 sq. ft./unit, 27 du/acre) R-MH (Mobile Homes, 10 du/acre)
High Density Residential (Over 28 du/acre)	R-4 (1,150 sq. ft./unit, 37 units/acre) R-5 (Theoretically unlimited density)
Commercial (.25 - .35 FAR)	C-1 Limited Commercial (.30 FAR) C-2 General Commercial (.35 FAR) C-H Highway Commercial (.35 FAR) C-M Commercial Manufacturing (.35 FAR) O-P Office - Professional (.35 FAR)
Office (.30 - .35 FAR)	O-P Office - Professional (.35 FAR)
Industrial (.40 - .435 FAR)	M-P Industrial Park (1.40 FAR) M-G General Industrial (.45 FAR) C-M Commercial Manufacturing (.35 FAR)
Government Facilities	P-L Public Land O-S Open Space
Parks and Recreation	O-S Open Space O-G Oil/Gas P-L Public land
Downtown Mixed-Use (.90 - 2.0 FAR)	C-3 (.90 - 2.0 FAR)
Religious	All Zoning
School Facilities	P-L Public Land O-S Open Space
Amerige Heights Specific Plan (Mixed-Use .85 FAR, Residential .60-.65 FAR)	SP Specific Plan District

6.5 Building Intensity Standards

State General Plan law requires that the Land Use Element indicate the maximum building and population densities permitted for the land use designations shown on Exhibit LU-3 (Land Use Map). "Intensity" refers to the "degree of development" based on building and lot characteristics. The intensity standards are used to calculate the allowable development for any given site and regulate land use in accordance with the Circulation Element to ensure acceptable levels of traffic service as growth occurs over time.

For most non-residential development categories (commercial, industrial, office), building intensities are described in terms of "floor area ratios" (FARs), which prescribe an allowable amount of building floor area based on a given lot's land area. For example, with a FAR of 1.0, a 10,000 square foot floor area building could be allowed on a 10,000 square foot lot. A single-story building could cover the entire site. With a FAR of .33, a one-story building would be limited to one-third of the site's lot area. Residential categories are governed by density limits which prescribe allowable units per acre as described above.

To comply with the General Plan/Zoning Code consistency requirement, the City of Fullerton adopted Ordinance No. 1423, which amended Chapters 15.30, 15.35 and 15.41 of the Fullerton Municipal Code to add land use intensity limitations to the commercial and industrial zones. The amendment creates base and "cap" FAR's for the corresponding zones within those Commercial and Industrial categories. The FAR figures are drawn largely from the land use inputs into the citywide traffic model, which are based upon existing land uses. Table LU-5, Floor Area Ratio by Zone, shows the base and cap FAR allowed for commercial and industrial zones in the City.

It is recognized that individual projects may qualify for a higher FAR under appropriate circumstances. In order to determine and accommodate those instances and circumstances, a Conditional Use Permit (CUP) may be requested to permit a proposed development to exceed the base FAR up to the maximum "cap" FAR.

In considering CUP applications, the Planning Commission (and City Council on appeal) shall consider the specific traffic generation of the proposed development. The extent to which the proposed development, both individually and cumulatively, affects the growth "reserve," of the applicable TAZ will also be considered. If the project inordinately affects the specific TAZ growth "reserve," or if the FAR of the proposed development is demonstrably incompatible with the surrounding properties, the proposed project may be required to lower its FAR to eliminate such an effect. If the proposed proponent refuses to consider lowering the project FAR, the CUP may be denied.

TABLE LU-5 FLOOR AREA RATIO BY ZONE		
Zone	**Base FAR**	**Cap FAR**
C-G	.250	.500
O-P	.350	.700
C-1	.300	.600
C-1	.350	.700
C-2	.350	.700
C-3	.900	1.800
Downtown Parking District	2.000	4.000
C-H	.350	.700
C-M	.350	.700
M-P	.400	.600
M-G	.450	.675
SP District	.350	.850

CIRCULATION

"Santa Fe Depot" Lena Rose, Grade 5, Pacific Drive Elementary School

CITY OF FULLERTON

CIRCULATION

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CIRCULATION

I. INTRODUCTION

1.1 Purpose

The General Plan Circulation Element contains the City's overall transportation system plan. The relationship of the Circulation Element to the Land Use Element is critical since the circulation system must adequately handle future traffic as the City continues to grow.

The Circulation Element identifies and establishes the City's policies governing the system of roadways, intersections, bicycle paths, pedestrian ways, and other components of the circulation system which collectively provide for the movement of persons and goods throughout the City. The Element establishes official City policy which:

- Identifies facilities required to serve present and future vehicular and non-vehicular travel demand in the City;
- Identifies linkage between alternative modes of transportation and feasible alternative transit strategies;
- Identifies construction standards for circulation facilities; and
- Identifies strategies to implement the City's circulation system.

1.2 Overview

The Circulation Element describes existing circulation conditions in the City, establishes standards for implementation and future improvements in conjunction with planned growth, and provides a method for measuring system performance for future updates. The Element considers both the physical requirements of the transportation system (roadway facility type, number of lanes, etc.), operational issues such as the provision of transit services, and programs and policies which encourage use of alternatives transit modes.

The Circulation Element is organized in the following sections:

- **Arterial Highway System** - Provides an overview of the City's existing roadway system and the issues associated with vehicular traffic in the City.

- **Arterial Highway System Plan** - Includes a description of the forecast travel demand in the City at buildout and the circulation system measures necessary to serve that demand.

- **Alternative Transportation Plan** - Provides an overview of existing non-vehicular and alternative travel modes in the City and related issues. Includes an analysis of bikeways, public transit, and air travel. Also describes future alternative transportation needs and the strategies for implementation.

- **Goals, Policies and Programs** - Includes a description of the City's policies for placement, size and design of roadways, intersections, bikeways, sidewalks and other components of the circulation system, as well as implementation programs and strategies.

2 THE ARTERIAL HIGHWAY SYSTEM

2.1 Functional Classifications

The City's roadways are categorized into the following functional classifications:

1. An arterial highway network ("Major" and "Primary" arterials) which provides for through traffic movement between and across urban areas, along with limited direct access to abutting land uses, subject to controls of ingress, egress, and curb use.

2. A secondary highway network ("Secondary" arterials) which provides for traffic distribution between arterial and local residential streets, along with controlled access to abutting property.

3. A local street network ("local collector streets") which provides for direct access to abutting land uses and for local traffic movement.

The functional classification of each street is determined by anticipated future traffic volumes and implications of adjacent land uses. The classification of each roadway is designated so that the ultimate roadway capacity will support anticipated future traffic volumes at an acceptable level of service (LOS).

The four highway designations within Fullerton (major, primary, secondary arterial and local collector streets), as well as residential streets and truck routes are summarized in the following table. It is important to note that additional right-of-way may be required wherever an arterial highway coincides with an adopted route for an additional public facility (e.g., bikeways or recreational trails), or for a scenic highway.

The functional classification system is shown in Exhibit C-2 and is defined in greater detail in Section 4.9 of the General Plan EIR.

TABLE C-1
FUNCTIONAL CLASSIFICATIONS

Facility Type	Typical Daily Volume Accommodated		Designated Curb-to-curb Width	Designated Right-of-Way Width	Designated # of Through Lanes	Function
Major Arterial Highway	30,000	45,000	84 feet**	100 feet**	Six Divided	Carries both local traffic and non-local commuter traffic. Direct access to abutting land uses is discouraged.
Primary Arterial Highway	20,000	30,000	64 feet*	80 to 84 feet*	Four Divided	Similar to Major Arterial, but are designated where level of traffic is not enough to warrant a Major Arterial.
Secondary Arterial Highway	10,000	20,000	64 feet*	80 to 84 feet*	Four Undivided	Collects and routes traffic from the local street system to the arterial system. Some also serve as through routes. All provide more direct access than Majors or Primaries.
Local Collector Street	None	10,000	Varies	36-40 feet	Two	Collects and routes local traffic to the arterial system, with limited non-local through traffic.
Residential Street	None	Varies	Varies, typically 36 feet	Varies typically 50 to 60 feet	Two	Sole function is to serve abutting residential land uses. All dedicated residential streets, except for specially designated "rural streets," are designed to have sidewalks and curbs constructed within a right-of-way of between 50 to 60 feet. Residential streets under private ownership may differ from the City's normal design standards.
Truck Routes						These routes direct large trucks onto specially constructed roadways. The routes are typically distant from residential areas and other sensitive land uses. The only designated truck route within the City limits is Imperial Highway, thus drivers must use the shortest possible route to arrive at their destination from Imperial Highway. Traffic levels along Imperial Highway in 1993 ranged from 24,000 to 35,000 ADT.

* Designated widths provide for optimum lane widths and to satisfy A.D.A. access requirements.
** Minimum widths necessary to meet the criteria for major arterial capacity.

It is important to note that the volume ranges for the facility types overlap one another. There is no clear dividing line between facility types, which determines exactly when a roadway classification should be changed. Rather, many factors should be taken into account beyond traffic volumes, including roadway width, adjacent land uses, number of driveways, presence of on-street parking, proximity to freeways and intersection service levels. The ranges shown in Table C-1 are planning guides.

2.2 Level of Service

Level of service (LOS) is a qualitative measure describing operational conditions of a traffic stream or intersection in terms of congestion or delay experienced by traffic. Service levels range from A to F, with A representing excellent operating conditions and free flow, and F representing extreme congestion and delay. Table C-2 describes traffic level flow quality at different levels of service. This criterion is utilized for evaluating land use and circulation system changes, and is the basis for General Plan circulation recommendations.

TABLE C-2
PEAK HOUR LOS DESIGNATIONS

LOS	Traffic Flow Quality
A	No physical restriction on operating speeds.
B	Stable flow with few restrictions on operating speed.
C	Stable flow with some restrictions on speed and lane changing due to higher volumes of traffic.
D	Approaching unstable flow conditions with little freedom to maneuver.
E	Absolute capacity of the road. Characterized by unstable flow, lower operating speeds than LOS D, and some momentary stoppages.
F	Forced flow operation (more traffic demand than there is capacity on the road) where the roadway acts as a storage area and many stoppages occur.

In Orange County, the goal for design capacity is to provide LOS C on arterial highway links with the intent of maintaining a level of service D through intersections. However, there is no official LOS standard for arterial links (which is the mid-block location). Instead, LOS standards are determined by intersection capacity to volume ratio. The City, as part of its 1994 General Plan Update, has determined LOS D is acceptable with the exception of Congestion Management Program intersections and certain intersections located in the historic downtown area, which have an acceptable LOS standard of E.

2.3 Existing Traffic Conditions

As part of the 1994 General Plan Update, an analysis of existing traffic conditions was undertaken. The analysis provides the base traffic conditions upon which future growth has been projected in order to determine future roadway needs.

A detailed description of the existing right-of-way configurations of the arterial system and study intersections in the City is found in the General Plan EIR.

2.3.1 Intersection Analysis

Signalized intersections are generally the most critical element affecting a roadway system's capacity. The most critical time period occurs when traffic flow reaches peak volume. This generally transpires during the morning and evening commute periods of 7-9 AM and 4-6 PM, Monday through Friday.

Fifty-nine intersections were analyzed for the AM and PM peak hour LOS as part of the existing conditions analysis. The 59 intersections represent the City's network of modeled intersections for ongoing traffic analysis. Exhibit C-1 identifies the study intersection locations.

Detailed LOS data for each of the 59 study intersections in the City as of October 1991 and September 1992, followed by a final check set in July 1993, are presented in the General Plan EIR. During the AM peak hour, 58 intersections operated at LOS D or better, while the intersection of the SR-57 Freeway Northbound Off-Ramp at Imperial Highway operated at LOS F. During the PM peak hour, 53 intersections operated at LOS D or better, while the following six intersections operated at LOS E or F:

- Harbor Boulevard/Imperial Highway (CMP Intersection)
- Harbor Boulevard/Bastanchury Road
- Brea Boulevard/Bastanchury Road
- Raymond Avenue/Orangethorpe Avenue
- State College Boulevard/Yorba Linda Boulevard
- State College Boulevard/Chapman Avenue

2.4 Arterial Highway System Issues

Some of the major issues of importance to the City with respect to the future transportation system are discussed below.

2.4.1 Relationship to Land Use Element

See Goals LU-4 and C5

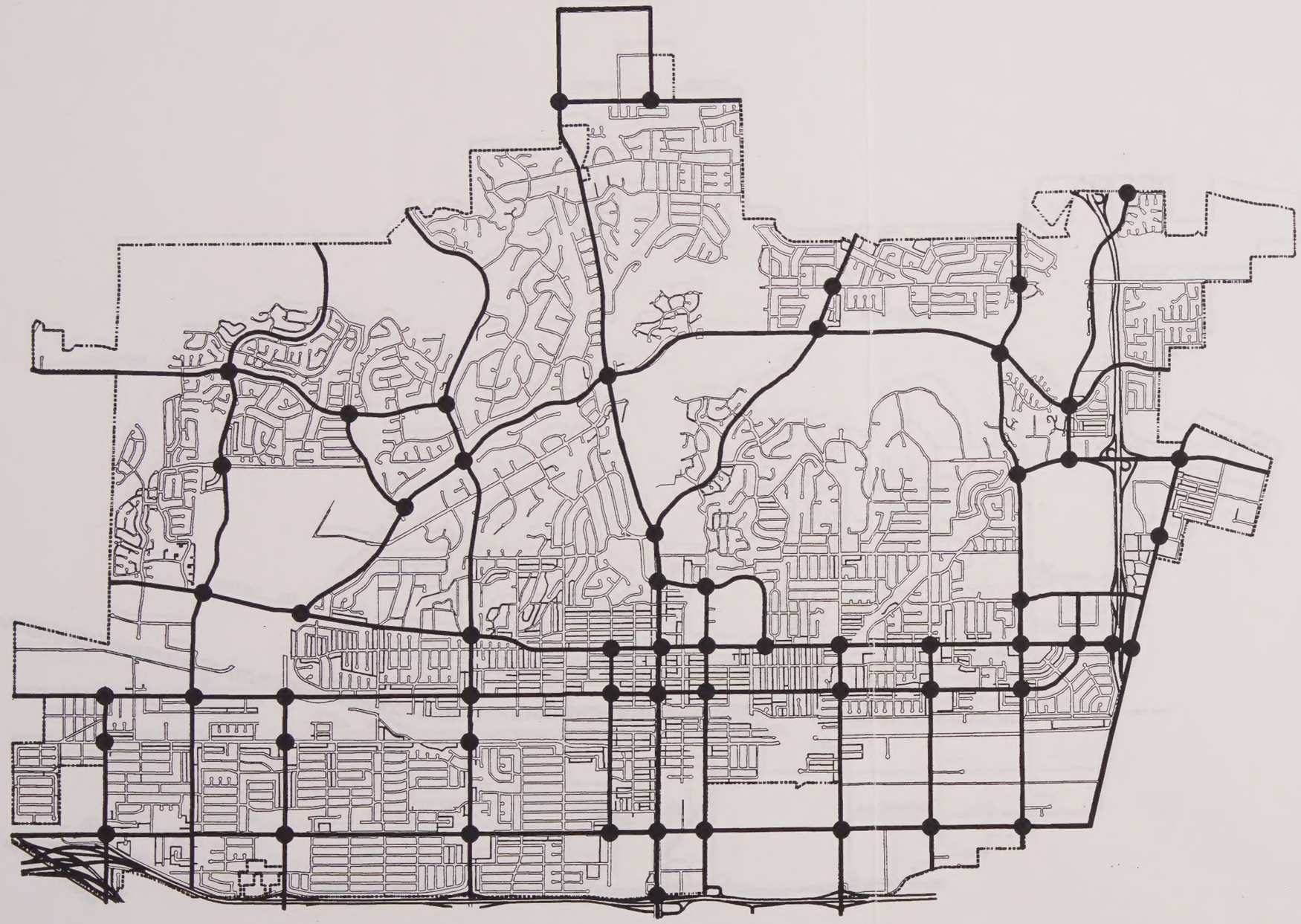
The arterial highway system of the City must have sufficient capacity to serve the expected number of trips to be generated by future growth. Results of analysis of the 1994 Land Use Plan on the 1981 Circulation Element Plan, assuming full buildout of that Plan, indicate that it could not accommodate projected trip growth at acceptable levels of service without additional improvements. At the same time, it is important not to "over design" the system with excessive roadway widths and rights-of-way which will interfere with the character of the City.

2.4.2 Freeway Operations and Access

SR-91 and SR-57 serve thousands of commuters each day who do not live in Fullerton, and are crucial links for the region. Issues of concern include operational conditions on the freeways as well as traffic conditions on City-controlled arterials which connect to the freeway. Without proper planning of both the freeway and the arterial connections, congestion on ramps leading to and from the freeway could result, along with increased diversion of freeway traffic to City streets.

A second critical aspect of freeway capacity and ramp access has to do with the City's economic development strategy. Peak period congestion and inadequate ramp capacities become a disadvantage for those industrial and commercial enterprises that depend on freeway access for customers, suppliers and shipments. It will remain important, as the City completes its buildout and undertakes revitalization in the key Focus Areas, to upgrade connections between the freeways and the City's arterial highways.

STUDY INTERSECTIONS



LEGEND

- Study Intersection
- Arterial Highways

NORTH

Scale in miles

0 1/4 1/2 3/4 1

CITY OF FULLERTON

2.4.3 Residential Street Traffic Control

Ideally, local streets will only carry vehicles destined for land uses located along the local streets themselves. They should not be used as alternate routes to congested arterials nor as cut-through routes for drivers seeking shorter or faster paths. Traffic volume growth due to expanded population, employment, retail opportunities, auto ownership and other socioeconomic changes in recent years has resulted, however, in an increase in traffic volume on all types of roadway facilities. Congestion on arterials in turn, leads to driver diversion to local streets because they become more desirable travel options.

See Policy C-1.2

The City of Fullerton has recognized through traffic intrusion problems in several areas of the City. Emphasis has been on programs that add capacity to the arterial system.

3 THE ARTERIAL HIGHWAY SYSTEM PLAN

The arterial highway system plan is based on the Circulation Element goals, policies and programs, and is intended to provide adequate capacity to accommodate future traffic as development occurs in the City. It includes the Circulation Element Map (Exhibit C-2), which identifies the facilities intended to serve forecasted buildout traffic volumes, and a process to identify and mitigate future congestion as growth occurs over time. Since no new roadways beyond those called for in the Specific Plan areas are planned, and only limited widening projects will occur, the General Plan focuses on mitigating congestion at intersections projected to operate at deficient LOSs.

3.1 Forecast Future Traffic Conditions

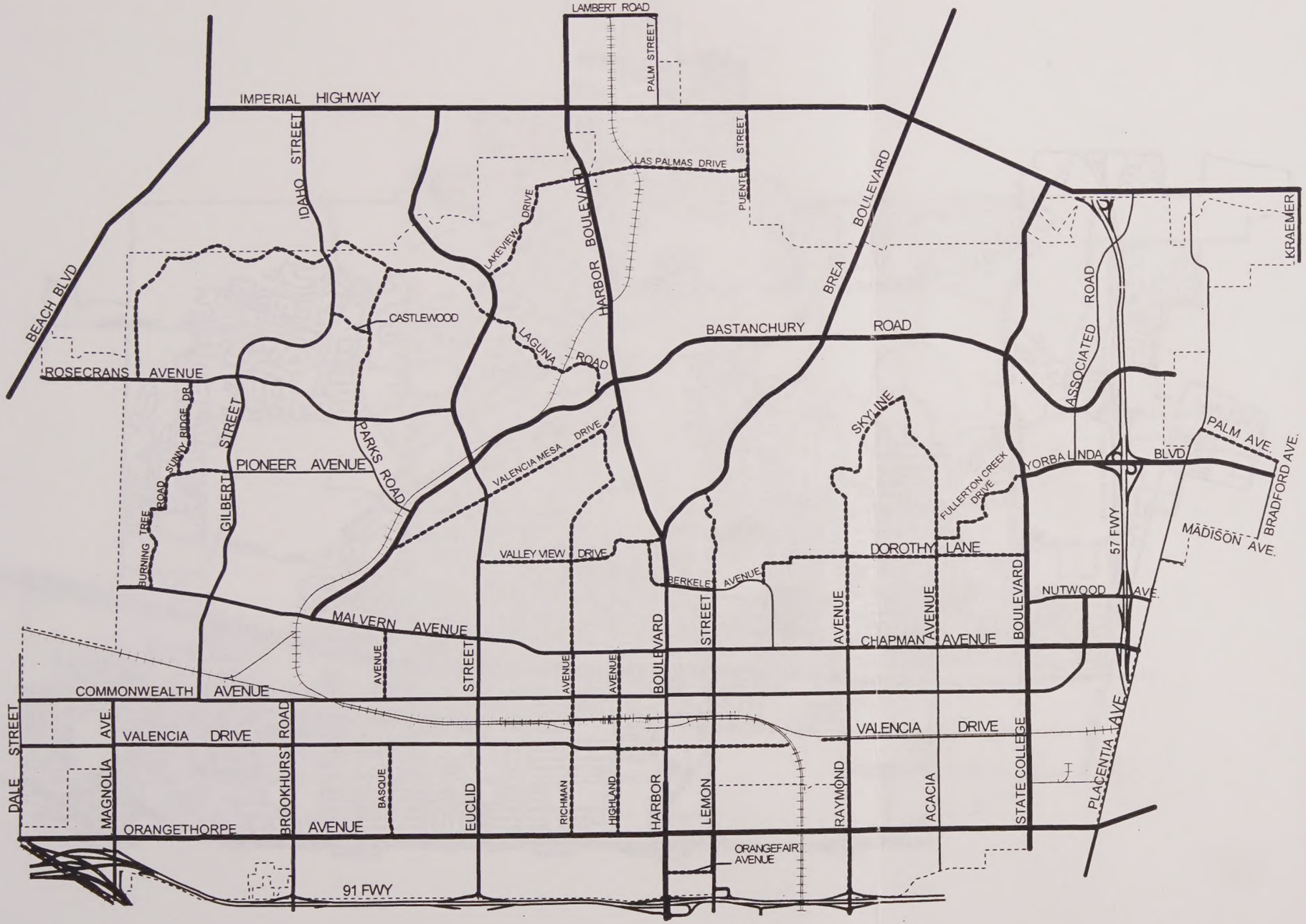
The 1994 Land Use Plan has been analyzed to determine potential future impacts on the transportation system and needed future improvements. Standard trip generation rates were used to forecast the total number of AM Peak hour, PM Peak hour and daily vehicle trips to be generated by the new development. The expected increase in regional "through" trips was also estimated as part of the analysis.

A series of analyses were conducted to test circulation improvements and their ability to reduce intersection deficiencies. The result is the Arterial Highway System Plan which calls for:

- Implementation of full width buildout of roadway configurations as indicated on the Circulation Element Map;
- Completion of all funded and programmed transportation system improvements, including all applicable Capital Improvement Program projects and required improvements per approved development projects;
- Upgrading of portions of selected arterials to higher capacity classifications than was designated in the 1981 Circulation Element; and
- Implementation of the Enhanced Capacity Intersection Concept.

A detailed description of the traffic model and forecast of future traffic conditions is found in the Technical Appendices.

Current General Plan Circulation Element Map



- Major Arterial
- Primary Arterial
- Secondary Highway
- Local Streets

CITY OF FULLERTON CALIFORNIA

City of Fullerton
Geographic Information System

Figure 4-23

3.2 Deficient Intersections and Future Improvements Required

Results of the 1994 General Plan Update circulation analysis indicate that the 1981 General Plan Circulation Element clearly could not accommodate projected trip growth without additional improvements. Table C-3 lists the intersections which exceed acceptable LOS standards of "D" based on the impact of the Preferred Land Use Plan on the fully constructed 1981 Circulation Element Plan.

There are 23 intersections which are forecast to operate at levels of service which exceed the City's LOS standard. During the AM peak hour 9 intersections (15 percent) are forecast at LOS E or F, and 21 intersections (36 percent) are forecast at LOS E or F during the PM peak hour. Exhibit C-3 presents proposed intersection improvement locations.

Intersection Improvement Plans

Enhanced Capacity Intersection Concept

It is not possible to accurately predict the exact improvements required at each intersection in the long-term due to the variability in factors such as the timing and type of development over time. Instead of proposing specific improvements to each intersection separately, the Intersection Improvement Plan process and the Enhanced Capacity Intersection Concept have been developed to address future projected deficiencies. Programs from the Citywide Transportation Demand Management Ordinance, Transportation Management Organizations, expansion of transit services, upgrading roadway classifications and developer mitigation measures on a case-by-case basis will be used to supplement the Enhanced Capacity Intersection Concept.

3.2.1 Intersection Improvement Plan Process

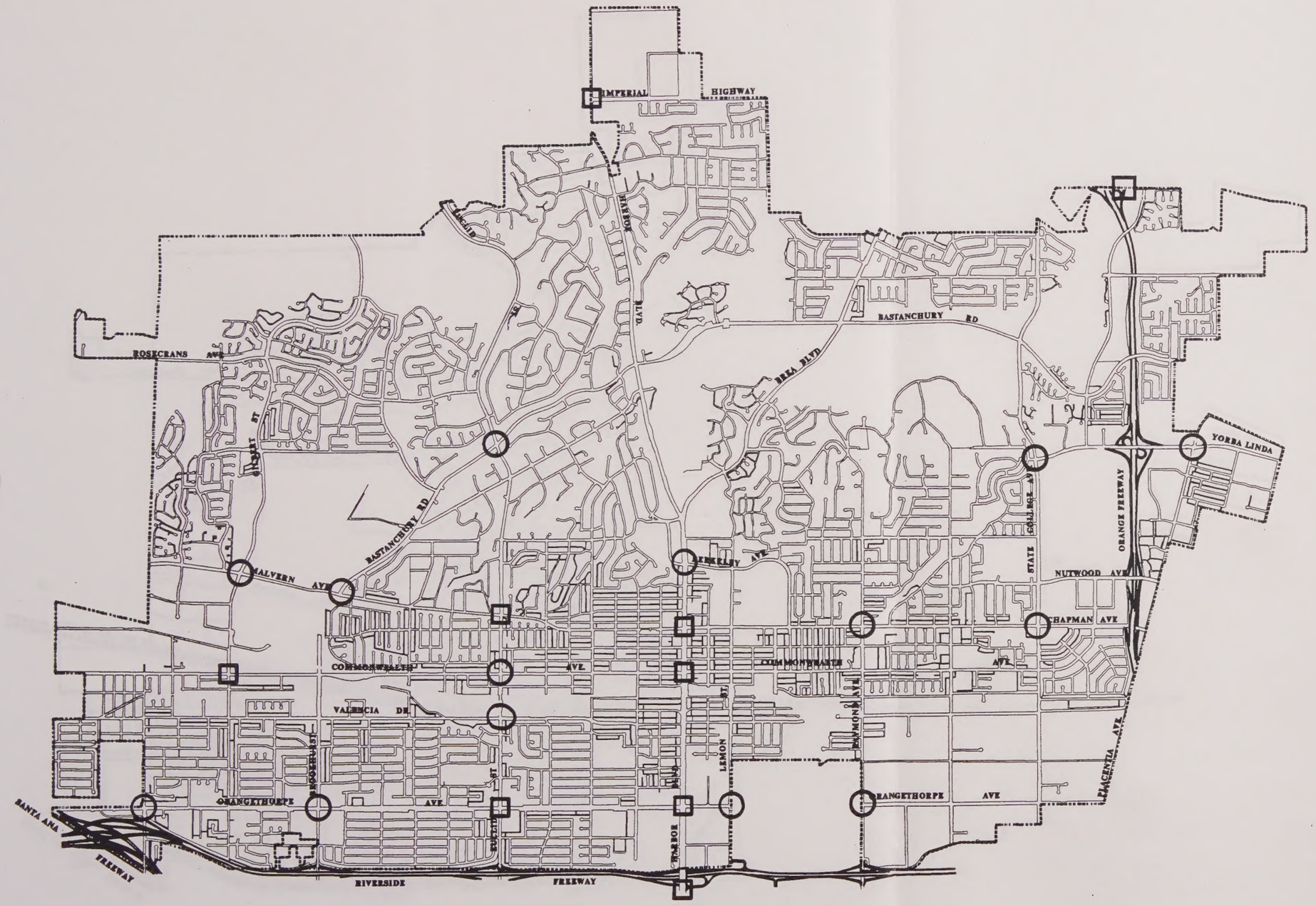
See Policy C-5.4

To address the differing needs of each intersection anticipated to exceed the target of LOS D, the City will periodically prepare Intersection Improvement Plans. The Plans will specify what improvements and corresponding rights-of-way dedications and/or acquisitions will be required, based on the Enhanced Capacity Configuration Concept described below and other transportation measures. Before becoming final, the plans will be reviewed by the Transportation and Planning Commissions at noticed public hearings, as well as by the City Council.

TABLE C-3
PROJECTED DEFICIENT INTERSECTION LOS UPON GENERAL PLAN BUILDOUT

Intersection Number and Name	AM Peak LOS	PM Peak LOS
2. Magnolia Ave./Orangethorpe Ave.	--	E
4. Gilbert St./Malvern Ave.	E	--
5. Gilbert St./Commonwealth Ave.	E	F
7. Brookhurst Rd./Orangethorpe Ave.	--	F
10. Bastanchury Rd./Malvern Ave.	E	E
11. Euclid St./Bastanchury Rd.	--	E
12. Euclid St./Malvern-Chapman Ave.	F	F
13. Euclid St./Commonwealth Ave.	--	F
14. Euclid St./Orangethorpe Ave.	--	F
17. Harbor Blvd./Imperial Highway[3]	E	F
20. Harbor Blvd./Chapman Ave.[2]	F	F
21. Harbor Blvd./Commonwealth Ave.[2]	F	F
22. Harbor Blvd./Orangethorpe Ave.[3]	E	F
23. Harbor Blvd./91 Fwy. Westbound On/Off Ramp	--	E
26. Lemon St./Orangethorpe Ave.	--	E
28. Raymond Ave./Chapman Ave.	--	E
30. Raymond Ave./Orangethorpe Ave.[3]	--	F
32. State College Blvd./Yorba Linda Blvd.	--	E
34. State College Blvd./Chapman Ave.	--	F
40. 57 Fwy Northbound Off Ramp/Imperial Hwy.[1]	F	--
43. Placentia Ave./Yorba Linda Blvd.	--	E
48. Euclid St./Valencia Ave.	--	F
50. Harbor Blvd./Berkeley Ave.	--	F

— Projected LOS is "D" or better
1. Not in the City.
2. "Exception Intersection" due to City character issues. Acceptable LOS is "E."
3. Congestion Management Program intersections. Acceptable LOS is "E."



PROPOSED INTERSECTION IMPROVEMENT LOCATIONS

"Improvements Needed"
Up to and including enhanced capacity configuration

"Maximum Improvements Needed"
Improvements in addition to enhanced capacity configuration needed

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SCALE IN MILES
0 1/4 1/2 3/4 1

CITY OF FULLERTON

Application of the enhanced capacity intersection concept to deficient intersections with LOS E or F for either the AM or PM peak period identified above should mitigate over-capacity conditions at all intersections except the following 9 locations:

- Gilbert Street/Commonwealth Avenue (PM peak)
- Euclid Street/Malvern Avenue-Chapman Avenue (PM peak)
- Euclid Street/Orangethorpe Avenue (PM peak)
- Harbor Boulevard/Imperial Highway (PM peak)
- Harbor Boulevard/Chapman Avenue (AM and PM peak)
- Harbor Boulevard/Commonwealth Avenue (PM peak)
- Harbor Boulevard/Orangethorpe Avenue (PM peak)
- Harbor Boulevard/91 Fwy WB On/Off Ramp (PM peak)
- 57 Fwy Northbound Off Ramp/Imperial Highway (AM peak)

Additional mitigation measures will be needed for intersections projected to remain at LOS E or worse after implementation of the Enhanced Capacity Intersection concept. These additional measures may include programs from the Citywide Transportation Demand Management Ordinance, Transportation Management Organizations, expansion of transit services, upgrading roadway classifications, and developer mitigation measures on a case-by-case basis.

Further efforts to enhance the City's transportation system level of service include transportation demand management (TDM) and transportation systems management (TSM). The first, established through a TDM Ordinance, establishes strategies for reducing the number and length of trips on the highway system. TSM measures, on the other hand, involve improving the ability of existing roadways to carry traffic more efficiently, i.e. get the most out of existing highway investment. The City actively engages in both types of management programs.

See Policy C-2.4

3.2.2 Enhanced Capacity Intersection Concept

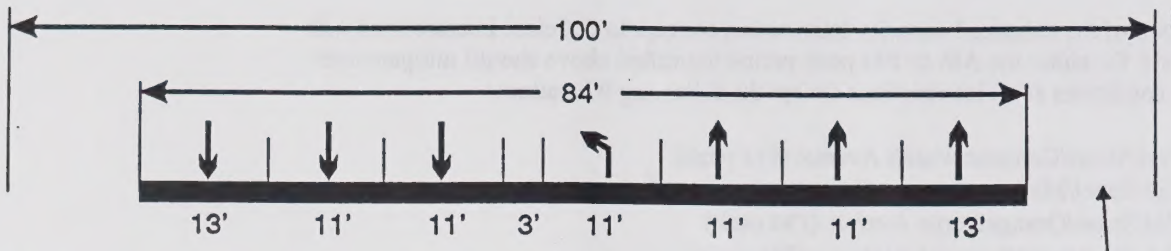
The term "Enhanced Capacity Intersection" defines an intersection design standard which exceeds the 1981 General Plan in terms of both right-of-way and curb-to-curb width. It is essentially the largest non-freeway intersection that can be achieved within the limits of the existing roadway system, city character, and other urban design issues.

See Policies C-1.2 and 5.2

In some cases, improvement to the Enhanced Capacity Intersection standard may require the removal of existing parking and/or buildings adjacent to intersection approaches. Exhibit C-4 compares standard and Enhanced Capacity Intersection right-of-way cross sections for major and primary arterials.

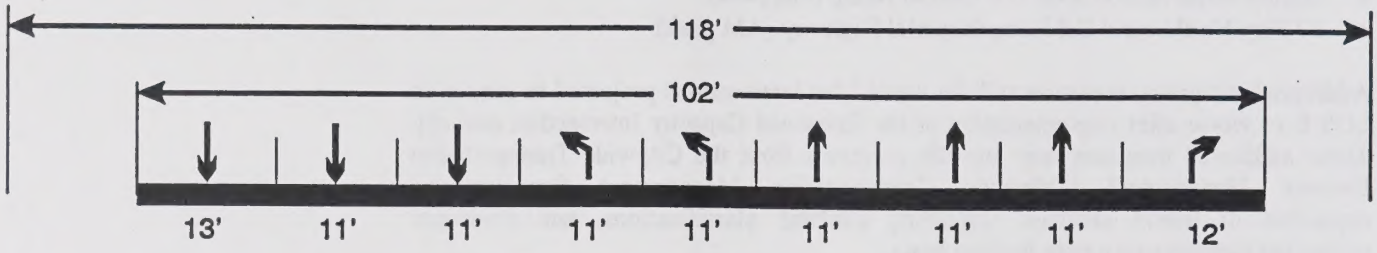
It is important to note that only a few intersections can realistically accommodate the full enhanced capacity configuration on all four approaches, and at some intersections it may not be practical given existing land uses and likely impacts on City character. Also, the full Enhanced Capacity Intersection design may not be necessary at some locations. For example, only one or two approaches of the intersection may actually require the full right-of-way and curb-to-curb widths. Therefore, each intersection will be evaluated on a case-by-case basis as the need arises based on a study of current traffic operating conditions through the Intersection Improvement Plan process.

TYPICAL ROADWAY CONFIGURATIONS

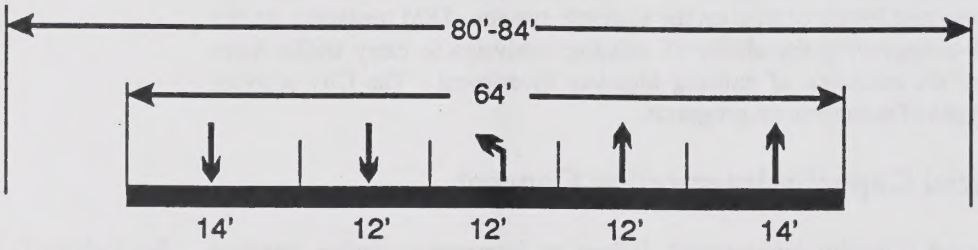


Major (at intersection)

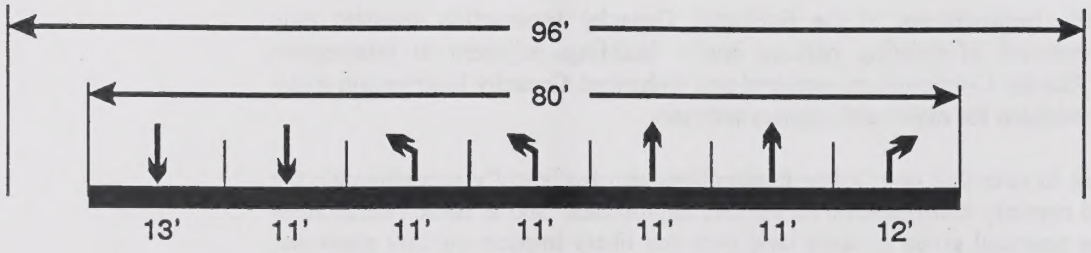
Sidewalk width may vary



Enhanced Capacity Major (at intersection)



Primary (at intersection)



Enhanced Capacity Primary (at intersection)

Note: Add 5 feet in each direction where bike lane is designated.

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For certain intersections the functional classification is different on one side of the intersection than the other. This is due to a change in classification occurring at the intersection. For example, Raymond Avenue is a Primary Arterial on the south side of Chapman Avenue but a Local Collector on the north side. In these special cases, only the sides of the intersection that are major or primary arterials need be improved.

3.3 Exception Intersections

The citywide definition of acceptable intersection operating conditions is LOS D; however, special conditions warrant exception of this standard in some areas.

3.3.1 Downtown Fullerton

Because of the fully-developed, historical character of the downtown, and the great expense and hardship that would be caused by attempting to secure right-of-way, the intersections at Harbor Boulevard/Chapman Avenue and Harbor Boulevard/Commonwealth Avenue are assigned a standard of LOS E. This is consistent with Measure M, which states:

> "The general target standard for each jurisdiction should be LOS D for intersections, but it is recognized that jurisdictions may establish a lower LOS standard for certain intersections in urbanized areas."

3.3.2 Congestion Management Plan Intersections

In order to provide conformance with the Orange County CMP which calls for an acceptable LOS standard of E, LOS E shall be designated for the following intersections:

- Orangethorpe Avenue/Harbor Boulevard
- Imperial Highway/Harbor Boulevard
- Orangethorpe Avenue/State College Boulevard

3.4 Congestion Management Plan/Measure M Implementation

Two relatively recent programs of considerable significance are reflected in the General Plan: the state-legislated Congestion Management Program (CMP) and the Countywide Growth Management Program (Measure M). Both programs operate countywide under the administration of the Orange County Transportation Authority (OCTA). Their requirements have been coordinated to a large degree and enable cities that qualify to receive state and Measure M funds for selected transportation system improvements. The City of Fullerton was among the first Orange County cities to qualify under these programs.

See Goal C-5

CMP activities include such things as establishment of a Transportation Demand Ordinance, transportation impact fees, and planning for transit services. Specific implementation actions for CMP and Measure M are contained in Circulation Element Goal C-5.

3.4.1 Congestion Management Program

See Goals LU-4, C-5 and RC-1

State law (Sections 65088.1, 65089, 65089.3, 65089.4, 14525.6, 65089.5 and 65089.6) requires each metropolitan county in California, to designate a Congestion Management Agency (CMA) and to prepare a Congestion Management Program (CMP). The CMP legislation links land use, transportation and air quality decisions and has established a number of new requirements for regional and local agencies. The designated CMP agency for Orange County is the Orange County Transportation Authority (OCTA).

The Orange County CMP includes measures such as traffic signal coordination, roadway widening, intersection improvements, on-street parking modifications, restriping and bus turnouts to provide additional capacity and improve traffic flow, and upgrading roadway safety and efficiency. The focus of the CMP is the 220-mile SmartStreet network. Within Fullerton, the following streets are part of the SmartStreet system and therefore are potential routes for future SmartStreet implementation:

- State College Boulevard
- Harbor Boulevard
- Orangethorpe Avenue
- Imperial Highway

The following arterial intersections within the City are part of the CMP network:

- Harbor Boulevard/Orangethorpe Avenue
- Orangethorpe Avenue/State College Boulevard
- SR 91 Westbound On/Off Ramps at Harbor Boulevard (multi-agency, Anaheim is the designated responsible agency for deficiency plan process)
- Imperial Highway/Harbor Boulevard (multi-agency, La Habra is the responsible agency for deficiency plan process)

The Orange County CMP states that a CMP intersection cannot be allowed to deteriorate to a condition which is worse than LOS E (i.e. LOS F) without mitigation being described in an acceptable deficiency plan. The exception is for locations which are already at LOS F, for which the LOS can remain F but cannot move further into F than 0.10 over the base Volume/Capacity ratio. Also, deficiency plans are not required if a deficient intersection will be brought into compliance within eighteen (18) months of its initial detection through improvements which have been previously programmed in the CMP Capital Improvement Program.

Forecasted traffic growth based on the 1994 Land Use Plan will cause all five CMP locations to be deficient, falling to LOS F in either the AM or PM peak period.

Although no deficiency plan is required until a deficiency is measured, the City should be prepared to address the deficiencies once they arise. Identifying future problem intersections is an important part of the General Plan process and provides the City with information to plan for CMP-related implications in the future.

3.4.2 Measure M

See Goals LU-4, C-5 and RC-1

Measure M is the Countywide Growth Management Ordinance initiative which raised sales tax in Orange County to fund specific transportation improvements. It also established growth management procedures to insure new development pays for a pro-rated share of traffic improvements needed to maintain acceptable traffic levels of service. An important requirement of Measure M is that the City's Circulation

Element be consistent with the County's Master Plan of Arterial Highways (MPAH). This means that all facilities on the Arterial Highway System have the same planned capacity as the MPAH. The City must also show that it is taking action to support its own adopted LOS thresholds. Unlike the CMP, this is a self-monitoring program which does not require regular reporting of intersection operating conditions.

The City of Fullerton complies with Measure M through the following actions:

- Implementation of General Plan Growth Management policies including traffic level of service (LOS) standards, a development mitigation program, and a development phasing and monitoring program;
- Participation in inter-jurisdictional planning forums;
- Development of a seven-year capital improvement program;
- Addressing housing options and job opportunities;
- Implementing a Transportation Demand Management Ordinance.

4 ALTERNATIVE TRANSPORTATION PLAN

4.1 Introduction

Alternative transportation is increasingly important in Southern California transportation planning. Air quality regulations and related regional mandates for reducing trips affect every city. Regional regulations such as the South Coast Air Quality Management District's Regulation XV program are encouraging and requiring shifts from single passenger automobiles to alternative modes of travel. It is therefore important for Fullerton, in its long range planning efforts, to recognize the importance of alternative modes and to develop plans which provide for their implementation.

4.2 Public Transit

Public transit services are provided within the City of Fullerton by the Orange County Transportation Authority (OCTA) and AMTRAK. Commuter rail service (AMTRAK and MetroLink) is provided from the Fullerton AMTRAK Station to downtown Los Angeles at Union Station. The AT&SF Mainline between Los Angeles and Chicago and the Union Pacific Anaheim branch line also run through the City. The AT&SF line carries freight and passenger trains and supports the freight transportation needs of local industry.

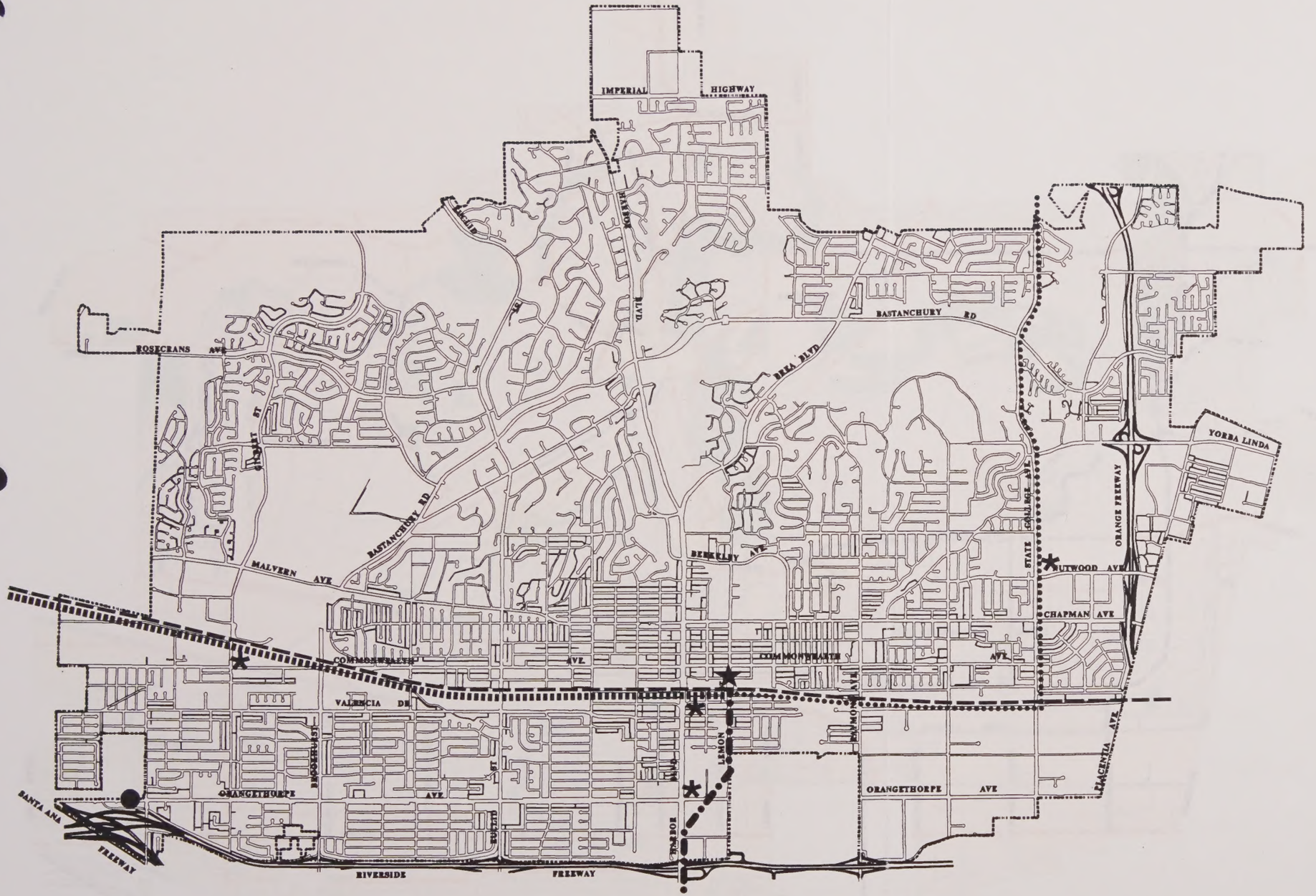
See Goal C-3

The Orange County Transportation Authority (OCTA) operates public buses within the City of Fullerton. A total of 22 bus lines operate within the City, as described in detail in the EIR.

Exhibit C-5 illustrates the existing and proposed long range rail system in the City of Fullerton. Currently, there are two types of passenger service to Fullerton: 1) Los Angeles to San Diego Amtrack service, and 2) MetroLink Commuter service to Los Angeles from Orange County. Long range future rail service expansions are not known at this time; however, the most current proposal is indicated on the map. The Urban Rail System Fixed Guideway Project proposals, which call for an initial phase in Fullerton to the Transportation Center, and two future phases are also indicated in the Figure.

A balanced, diverse circulation system will be important to supplement the roadway network capacity and operation. Transit service frequency and types of opportunities available should be enhanced to increase the viability of public transit as well as

improve traffic and air quality conditions. The City will participate in the OCTA transit system commuter rail program and other rail programs as available. Bicycle and pedestrian facilities will provide additional transportation opportunities to help relieve traffic congestion by linking major activity centers. The maintenance, expansion and improvement of the Fullerton Multi-modal Transportation Center will be a key factor in this regard.



URBAN RAIL SYSTEM

- Existing Rail Service
- Proposed Urban Rail System (Fixed Guideway Initial Phase)
- Proposed Urban Rail System Buena Park Extension
- Proposed Urban Rail System Brea Extension
- Transit Center
- Park & Ride
- Proposed Urban Rail Station Sites

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SCALE IN MILES
0 1/4 1/2 3/4 1

CITY OF FULLERTON

4.3 Fullerton Municipal Airport

See Goal C-4

The Fullerton Municipal Airport, established in 1927, occupies approximately 80 acres of land between West Commonwealth Avenue and Artesia Street at the western boundary of the City. The field has been active since 1944, subsequent to reacquisition from the U.S. military following WWII. The Airport fulfills a needed public function, as it is the only general aviation airport in Orange County besides John Wayne Airport and is subject to long-term agreements with the federal government to ensure that it continues to operate as a public airport facility.

Approximately 440 aircraft are currently based at the airport. Recent trends indicate a decrease in numbers over the past 4 years. Over 90 percent are single engine aircraft; the remainder are twin engine. City ordinance restricts aircraft exceeding 12,500 pounds maximum and gross weight. Pattern work is limited to 8:00 a.m. to 10:00 p.m. On weekends and holidays and 7 a.m. to 10 p.m. on weekdays. Touch-and-go operations are prohibited between the hours of 6 p.m. and 7 a.m. on weekends and holidays.

About 175,200 take-offs and landings occurred during 1993. Approximately 80 percent were related to business and personal transportation, with 20 percent attributed to recreational and training. The number of take-off and landing activities is not expected to increase in the future due to a decreasing trend of number of aircraft based at the airport.

The existing airport facility cannot physically expand, except at high costs, as it is surrounded on all sides by development. Compatibility of adjacent land use with airport operations in terms of noise and safety has been an ongoing issue.

Noise complaints from residents in nearby residential neighborhoods peaked in 1989. Current public relations activity has stressed the role of the airport as providing access to business commuters and pilot trainees, increased noise abatement practices, adherence to established hours of operation, and safety program awareness. The airport is not designated as a noise sensitive airport under state law.

The Circulation Element policies provide direction for the planning and management of airport operations to provide personal and business transportation and other aviation services to Fullerton and the surrounding communities. The Airport Master Plan will remain a primary implementation tool for operations and improvements. Airport planning projects will be integrated with land use planning and opportunities for citizen input and education.

4.4 Bicycle Master Plan

See Policy C-2.1

The bicycle is gaining significance both locally and nationally as an alternative mode of commute transportation as well as for recreational purposes. Locally, the regional Air Quality Management District has placed various mandates on commuter traffic in an effort to improve air quality. An increased use of the bicycle has been one of the results as business and government attempt to comply with clean air mandates.

In response to the projected increased use of this transportation alternative, a comprehensive network of bicycle commuter routes and recreational trails has been proposed and adopted in concept by the City Council, as shown in Exhibit C-6.

City of Fullerton
General Plan

Master Plan of Bikeways

	Completed	Not yet Completed
Class One		
Class Two		
Class Three		

Parks and Recreational Facilities

Note: Bikeway alignments are conceptual.
Refer to the General Plan text for additional detail.

N
W E
S

CITY OF FULLERTON CALIFORNIA

1000 0 1000 2000 3000 4000 5000 Feet

City of Fullerton
Development Services Department
Geographic Information Systems

SVCOFGIS\GISDATA\PROJECTS\PROJECTS_OLD_MAPBASE\GENERAL PLAN EXHIBITS\BIKEWAYS.APR

It includes 18.5 miles of Class I routes, 42.2 miles of Class II routes, and 16.9 miles of Class III routes. It is intended that the proposed concept master plan will lead to the development of an integrated network of bicycle routes allowing the bicycle to be used as a viable alternative transportation mode for commuting.

4.4.1 Existing Bikeway Facilities

The existing bikeway system in the City of Fullerton was originally adopted in 1971 and revised in 1983. During this period of time, master-planned routes have been implemented sporadically and in some cases at a reduced designation (Class II to a Class III) resulting in a fractional network of routes. Funding restrictions, local opposition to implementation, inconsistent dedication requirements and conflicting needs of bicyclists versus motorized vehicles are the most often stated reasons for the current implementation status of the bicycle route master plan. The City Council created the Bicycle Task Force in 1990 and the Bicycle Users Subcommittee in 1992 to address the concerns of local bicyclists in terms of long range planning, route implementation, safety, development upgrades and funding.

4.4.2 Bicycle Safety

Although a comprehensive network of bicycle routes is desirable, a large proportion of bicycle trips will actually be made on streets without bicycle routes, particularly arterial streets, since they often provide the most direct route between destinations. Whenever practical it is desirable to have roadways that provide basic enhancements for bicycle usage. These may include extra curb lane widths, bicycle lanes, signage and/or traffic signal actuation modifications.

4.4.3 Bikeway Classifications

The three basic types of bikeways defined in Chapter 80 of the State of California (Caltrans) Highway Design Manual are as follows:

- **Class I Bikeway - (Bicycle Path or Bicycle Trail)**: Provides a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians with cross flows by motorists minimized.

- **Class II Bikeway - (Bicycle Lane)**: Provides a restricted right-of-way designated for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and crossflows by pedestrians and motorists permitted.

- **Class III Bikeway - (Bicycle Route)**: Provides a right-of-way designated by signs or permanent markings and shared with pedestrians or motorists.

4.4.4 Bikeway Design Standards

Widths, Signalization and Signage

The bicycle network should be viewed from the perspective that bicycles are permitted on all streets, and therefore, all streets should be made safe for bicycling. On-street striped bicycle lanes provide for basic channelization of traffic with an attempt to separate motorized vehicles from bicyclists. Class I, II and III routes should be constructed in accordance with Chapter 1000 of the California Department of Transportation Highway Design Manual.

Other Design Considerations .

The need for bicycle facilities may vary depending on the type of development and the area. The general criteria used to determine bicycle routes include:

- Compatibility and/or connection to regional trails
- Continuity of the route (east to west and north to south)
- Connection to destinations (commercial or industrial areas, schools, and transportation centers)
- Compatibility with other uses
- Disruption of existing conditions
- Cost of implementation.

Class III routes should be considered only after careful consideration of the traffic count, traffic speed and local conditions and widths. If traffic count and speed become excessive, the route should be upgraded to a Class II route if feasible or deleted with a parallel facility created to replace the existing one.

The need for coordination between adjacent cities, the County of Orange, State agencies, bicycle riders, and property owners is inherent in the provision of a comprehensive, continuous bikeway network as a functional alternative mode of transportation.

4.4.5 Bicycle Facilities in Private and Public Development

The provision of adequate storage facilities in both public and private areas normally results in an increase in commuter cycling. In accordance with TDM requirements, new developments are required to evaluate the need for additional storage facilities and the type and amount of bicycle parking/storage to be provided.

See Policy C-2.2

4.4.6 Bikeway Implementation and Construction

The requirement for eliminating of street parking has varying degrees of impacts, depending on the street in question and whether parking will be removed from one or both sides of the roadway. The elimination of parking from non-front loaded streets does not appear to be a significant barrier. However, the implementation of proposed routes which require the removal of parking in front of residences and/or businesses will require community input due to potential impacts.

See Policy C-2.1

Some city streets have been widened to ultimate width, but have not been striped for the maximum number of lanes (usually six lanes). Harbor Boulevard is a good example of this condition. Bicycle lanes which are added to these streets are temporary, since future traffic volume increases may necessitate their removal to accommodate additional traffic lanes.

While portions of the concept plan can be implemented at minimal costs, other portions will require significant expenditures. Many of the backbone commuter routes of the proposed plan are on arterials, which will necessitate street widenings to implement both the bicycle routes and the improvements called for in the arterial highway plan. Due to the speed and/or volume of vehicular traffic, these same arterials are not normally viable candidates for implementation as a Class III route. It is possible that some routes may be implemented at least on an interim basis, at a lower classification than ultimately planned for.

Implementation of the Conceptual Bikeway Master Plan requires coordination between the City and other outside agencies to extend routes from Craig Regional Park through CSUF south to the Santa Ana River Trail. Implementation of Fullerton's network entails connection with routes in the cities of Anaheim, Placentia, La Habra, Brea and Buena Park.

Specific linkages which require inter-city coordination include:

- Anaheim-Union Pacific right-of-way, Orangethorpe, Acacia and Lemon
- Placentia-Bastanchury, Madison and Orangethorpe
- Brea-Union Pacific right-of-way, Brea Boulevard, Puente Street and Associated Road.

Specific linkages which require coordination with other agencies include:

- Craig Park through CSUF to Santa Ana River Trail (County, State)
- Coyote Creek at Beach Boulevard (County EMA)
- Tri-City Park connection to Rolling Hills Drive (County/Brea/Placentia)
- Bastanchury Road Bypass (OCTA, U.S. Army Corp of Engineers)
- Puente Street Interconnect (U.S. Army Corp of Engineers)
- Orange Freeway overcrossing (Caltrans)

5 CIRCULATION ELEMENT GOALS, POLICIES AND PROGRAMS

The goals, policies and programs of the Circulation Chapter are designed to ensure the transportation network has adequate capacity to accommodate future traffic growth. Residential through-traffic, roadway maintenance and aesthetics, bicycle and pedestrian facilities, transportation demand management, public transit and airport operations are addressed.

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized policies and programs text represents changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

Overall Approach

Goal C-1: *A comprehensive street and parking automobile transportation network which supports the movement of people and goods in a safe and efficient manner using a variety of modes.*

Traffic Capacity

Policy C-1.1 Provide and maintain a network of arterial highways and streets to direct and channel non-local and large vehicle traffic as well as to accommodate the internal circulation needs of Fullerton's businesses and residents.

Purpose:

1. Reduce vehicular travel times between selected origin/destination points.
2. Reduce heavy vehicles and through-traffic on residential streets.

Programs:

a. Annual review of circulation network of streets and highways, and periodically amend the Circulation Element as needed.

b. Monitor Citywide traffic levels and, subject to the analysis of this monitoring, prepare "Intersection Improvement Plans" to specify what improvements and corresponding dedications are required to maintain the City's acceptable LOS standard.

c. Acquisition of rights-of-way and construction as needed.

d. Traffic signal coordination, evaluation and expansion as needed.

e. Traffic signal coordination with neighboring cities and Caltrans as needed.

f. Development of grade separations between railroads and highways at appropriate crossings.

g. Investigation of the feasibility of prohibiting parking on selected arterial highways.

Policy C-1.2 Influence the design of streets to discourage through-traffic in residential areas.

Residential Through Traffic

See also the following chapter:
• Land Use

Purpose:

1. Minimize heavy through-traffic on residential streets without inhibiting internal circulation between neighborhoods.

Programs:

a. Review street design of new residential and commercial development plans.

b. Use of cul-de-sacs in residential developments.

c. ***Review internal circulation of new commercial development plans to minimize conflicts with residential neighborhoods.***

d. ***Develop mechanisms to periodically monitor local traffic at the neighborhood level.***

e. **Encourage continued citizen identification of areas with through-traffic problems.**

f. **Test and evaluate alternative solutions such as traffic diverters, street closures and speed "humps" on an ongoing basis for identified problem areas.**

g. **Continue to implement arterial improvements to draw traffic off of local streets.**

h. **Consider implementing a formalized local street protection program with specific petition, review, ranking and test installation procedures.**

Policy C-1.3 Improve, maintain and regulate the network of highways, streets and alleys to ensure their safe and efficient use.

Maintenance and Safety

See also the followng Chapter:
• Community Health and Safety

Purpose:

1. Decrease, within the City's ability, the number of pedestrian, bicycle and vehicular accidents.

2. Continuously maintain streets, alleys and public lighting systems.

3. **Reduce congestion and improve or maintain current LOS.**

Programs:

a. Appropriate engineering studies and actions to address areas of congestion and conflict and in need of maintenance.

b. Street and alley reconstruction and resurfacing as needed.

c. Installation of directional and regulatory signs and signals as warranted.

d. Continuation of lighted street names at signalized intersections.

e. Regular street sweeping operations.

f. Installation of safety lighting at signalized intersections and street lighting in deficient areas.

g. Regulation of on-street parking as needed.

h. Continued upgrading of railroad crossings in coordination with the railroad companies.

i. Continuation of the adopted rural street designations with their special design features.

*j. **Identify and, where feasible, remove unnecessary four-way stop signs, signals, distracting signage, and sight-distance barriers.***

*k. **Work cooperatively with the Elementary School District with regard to the location and procedures of crossing guards.***

l. Identify and address where feasible, bicycle and pedestrian safety hazards.

Policy C-1.4 Plan and manage public rights-of-way and median islands to provide attractive streetscapes.

Roadway Aesthetics

See also the following chapter:
• Community Health and Safety

Purpose:

1. Provide attractive streetscapes in a cost-effective, low-maintenance manner.

2. Continuously maintain and replace street trees as needed to achieve their aesthetic purpose and avoid damage to streets and sidewalks.

3. Provide street lights compatible with the character of existing neighborhoods.

Programs:

a. Design and maintenance of landscaped parkways and decorative median islands.

b. Street tree replanting and maintenance.

c. Maintenance of existing "entrance planters" on arterial highways leading into City.

d. Street light design, placement and maintenance appropriate to the neighborhood.

e. Provision of street improvements, street trees, and street lights by the developer of new projects.

f. Utilization, where feasible, of drought-tolerant plants and water-efficient irrigation systems in landscaping.

g. For targeted major arterials, and entryways to the City from the freeway system, develop a comprehensive landscape, signage and entryway plan.

h. Develop and maintain signage design guidelines to ensure attractive City streetscapes and freeway frontages, compatible with adjacent land uses.

Non-Automobile Transportation

Goal C-2: *A comprehensive network of bicycle, hiking, and bridle trails, which safely and conveniently serve the recreation and commuter transportation needs of the community.*

Bicycle Network

Policy C-2.1 Promote safe, convenient, and pleasant bicycle travel and a system of routes throughout Fullerton which connect with a designated regional network and to major activity centers.

See also the following Chapter:
• Resource Management

Purpose:

1. Work toward the complete implementation of the Conceptual Bicycle Master Plan.

2. Enhance bicycle safety.

3. Promote use of bicycles for commuting, student and convenience trips which would otherwise be made by autos.

Programs:

a. Utilization of the Bicycle User's Subcommittee for recommendations on Plan implementation priorities.

b. Use the State of California design criteria and standards for design construction and maintenance of the bikeway network.

c. Maintenance of the bikeway network in a reasonably safe condition.

d. Continue to research and apply for funding sources for development of the Conceptual Bicycle Master Plan.

e. Develop and implement a five-year Capital Improvement Program of bicycle facilities.

f. Continuation of educational programs on bicycle safety and awareness.

g. Publication and distribution of map showing bicycle network.

h. Encouragement of businesses to accommodate the bicycle as a mode for employee and customer transportation, consistent with City Zoning requirements.

Policy C-2.2 Encourage the establishment and use of bicycle-related facilities and services in public and private developments.

Bicycle Facilities In Private Development

Purpose:

1. Encourage bicycle usage as a form of transportation to work, school, and for shopping.

2. Encourage bicycle usage as a form of recreation.

Programs:

a. Installation of secure bicycle storage facilities where needed at transportation nodes and public facilities.

b. Require bicycle storage facilities as a percentage of auto parking spaces in new non-residential development consistent with the City Zoning Ordinance.

c. Require new development to provide right-of-way dedications consistent with the Conceptual Bicycle Master Plan.

d. Consider bicycle ingress and egress in new non-residential development.

e. Require shower facilities in new non-residential development, where feasible, for persons bicycling to work consistent with the City Zoning Ordinance.

h. Dedication of off-highway (Class I) routes as a condition for new development consistent with the Conceptual Bicycle Master Plan.

i. Review new development and redevelopment proposals for proper ingress and egress to Conceptual Master Plan bicycle routes and bicycle support facilities.

Policy C-2.3 Insure the provision and maintenance of public sidewalks and walkways where desired in order to facilitate pedestrian mobility and safety.

Pedestrian Facilities

See also the following Chapter:
• Community Health and Safety

Purpose:

1. Continuously maintain and replace public sidewalks.

2. Increase mobility of the disabled as well as other pedestrians.

3. ***Create a pedestrian friendly downtown.***

Programs:

a. Staff review for functional placement of sidewalks and other pedestrian areas and routes in new projects.

b. Continued replacement and repair of damaged or deficient sidewalks.

c. Continued reconstruction of existing sidewalks for curb cuts to promote mobility of the disabled.

d. Provision of safe and convenient sidewalk access points to public transit where feasible.

e. Require on-site pedestrian walkways and bicycle paths in new non-residential development to connect with the local system of pedestrian and/or bicycle paths.

f. Require shower facilities in new non-residential development, where feasible, for persons walking to work, consistent with the City Zoning Ordinance.

Policy C-2.4 **Maximize the efficiency of the City's circulation system through the use of transportation system management and demand management strategies.**

Transportation Demand Management Measures

Purpose:

1. Encourage efficiency of alternative modes of travel through bicycle and pedestrian system improvements, ridesharing programs, rideshare support services, shuttle services, and information dissemination.

2. Implement land use and employment strategies to reduce the need for travel.

3. Reduce vehicular travel through disincentives to auto use.

Programs:

a. Require that new developments provide Transportation Demand Management plans which contribute to the reduction of vehicular trips by employees.

b. Participate in the State and Regional Transportation Systems Management Programs.

c. Enforce the City's existing Transportation Demand Ordinance.

d. Promote ridesharing through publicity and provision of information to the public.

Public Transit

Goal C-3: *A public transportation system which serves the needs of the community, is accessible to all, and is a viable alternative to the single occupant vehicle.*

Policy C-3.1 Encourage and facilitate the use of public transportation and ridesharing for all its residents.

Overall Approach

Purpose:

1. Promote an increase in the number of individuals using public transit.
2. Promote an increase in OCTA bus service levels and a reduction in wait times within City limits.
3. Promote an increase in para-transit services such as Dial-a-Ride.
4. Reduce travel time on streets and highways utilized by fixed route transit.
5. ***Achieve improved commuter rail and transit service for residents and workers in cooperation with the OCTA rail plan.***

Programs:

a. Review of major developments to include accommodations for transportation demand management programs, including public transportation and parking management.

b. Integration of transit routes and stops into highway, pedestrian, and bicycle circulation network.

c. Maintain, expand and enhance the multi-modal Fullerton Transportation Center.

d. Participation in OCTA transit, commuter rail, and transportation demand management planning and implementation activities.

e. Encourage the construction of bus shelters and bus turnouts/bays at key stops as appropriate.

f. ***Investigation and, where appropriate, encouragement of innovative transportation solutions to serve the community.***

g. ***Promotion of the Commuter Rail Program and other urban rail programs.***

Airport Operations

Goal C-4: *Airport operations which are sensitive to environmental concerns, provide personal and business transportation, support the economic development of the City, minimize adverse impacts on the community, and retain the existing runway size.*

Overall Approach

Policy C-4.1 Plan and manage airport operations to provide personal and business transportation and other aviation services to Fullerton and the surrounding communities.

Purpose:

1. Conduct the operation of the Airport Enterprise Fund using efficient business practices.

2. Provide an airport and related services to Fullerton and the surrounding communities.

3. Insure facilities are safe, efficient, attractive, and provide first quality service to users.

Programs:

a. Continue to implement the Airport Master Plan including the review of leases and other revenue sources.

b. Improve overall airport appearance and maintenance of airport facilities.

c. Improve the community knowledge of aviation and public aviation activities and continue citizen participation in airport planning and operations.

d. Installation and maintenance of hangars, and permanent tie-down spaces for aircraft as appropriate.

e. Encourage industrial development, as well as supporting complementary uses, in the industrial area surrounding the airport.

f. Support vocational aviation related training.

g. Encourage and support volunteer efforts in airport planning projects.

h. Consult with surrounding municipalities as appropriate.

Growth and Traffic Management

Goal C-5: **A roadway network which supports existing and future land uses with minimal levels of traffic congestion.**

Traffic LOS and Related Programs

Policy C-5.1 **Land use and traffic capacity shall be balanced, so that existing and future development can be supported by the roadway network at no worse than LOS D (with reasonable exceptions in order to preserve City character).**

Purpose:

1. **Ensure needed traffic improvements are planned, funded, phased, and constructed as development proceeds.**
2. **Comply with Measure M and Congestion Management mandates.**
3. **Ensure careful consideration of City character consistent with the Vision Statement and Land Use Elements.**
4. **Provide a cooperative process with neighboring communities to implement regionally needed traffic improvements.**

Programs:

a. **Ongoing planning for future land use growth and corresponding traffic improvements, with careful consideration of City character consistent with the Vision Statement and Land Use Element.**

b. **Establish a comprehensive traffic impact fee program and other programs/actions to provide funding for needed traffic improvements.**

c. **Establish comprehensive traffic phasing and implementation/ construction programs to ensure traffic improvement implementation.**

d. **Establish an annual monitoring program to provide information necessary for planning, phasing and construction programs.**

e. **Participation in inter-jurisdictional groups to plan traffic improvements of regional significance.**

Development Mitigation Program

Policy C-5.2 **The City shall maintain updated future land use growth projections and update the Circulation Element as necessary to ensure that the planned circulation network will accommodate growth at no worse than LOS D.**

Purpose:

1. **Ensure that needed traffic improvements are comprehensively planned.**

2. Ensure careful consideration of maintaining City character consistent with the Vision Statement and Land Use Elements.

3. Provide reasonable lead time to design and construct necessary improvements.

Programs:

a. Maintain, within the Land Use and Circulation Elements of the General Plan, an updated overall development plan, including land use projections, a critical intersection network, traffic projections, and necessary traffic improvements.

b. Consideration of City character issues consistent with the Vision Statement when developing plans for future traffic improvements.

c. Maintain a "Potentially Deficient Intersection List" identifying intersections operating below LOS D after all feasible improvements are constructed.

d. Analysis of traffic impacts and corresponding need for traffic improvements when land use designation changes are requested.

e. Implementation of a Transportation Demand Management Ordinance requiring new development to provide amenities which encourage and facilitate alternative transportation modes.

f. Use of Development Agreements to negotiate traffic improvements and public facilities consistent with the Development Mitigation and Phasing/Construction Programs.

Policy C-5.3 The City shall establish and maintain programs requiring new development to pay its fair share of costs associated with the traffic improvements necessary to support that development.

Funding Mechanisms

Purpose:

1. Ensure that needed traffic improvements are adequately funded.

Programs:

a. Implement a traffic impact fee program requiring new development to pay a pro-rated share of costs associated with the traffic improvements necessary to support that development.

b. Require, through locally negotiated mechanisms, that development which contributes more than 10% of the projected traffic at a network intersection provide additional funding to construct the necessary improvements.

c. Ongoing compliance with Measure M requirements to ensure qualification for Measure M turnback funds.

d. Participation in requests for regional funding in coordination with inter-jurisdictional planning agencies.

e. Incorporation of needed traffic improvements into the City's seven year Capital Improvement Program.

f. Use of Development Agreements where advantageous to negotiate traffic improvements and public facilities consistent with the Development Mitigation and Phasing/Construction Programs.

Policy C-5.4 Land use growth and traffic improvements identified in the General Plan shall be phased so that needed traffic improvements will be provided commensurate with land use demand.

Comprehensive Phasing and Construction Program

Purpose:

1. Ensure needed traffic improvements are constructed when they are needed as development proceeds commensurate with demand as set forth.

2. Provide reasonable lead time to design and construct necessary improvements.

Programs:

a. Prepare Intersection Improvement Plans, based on annual monitoring of Citywide traffic levels and following noticed public hearings, to specify necessary improvements for network intersections either currently exceeding or anticipated to exceed LOS D within the following year. Consider the following options for intersection improvements:

- Enhanced Capacity Intersection Configuration
- Expanded Transportation Demand Management Requirements
- Expansion/modification of transit services

b. Construct necessary traffic system improvements, including implementing arterials to full width and intersection improvements, within the timeframes required by the Congestion Management and Growth Management Programs.

Policy C-5.5 The City shall annually evaluate the past year's land use growth and corresponding implementation of needed traffic improvements consistent with the Development Mitigation and Phasing/Construction Programs and adjust those programs accordingly.

Performance Monitoring Program

Purpose:

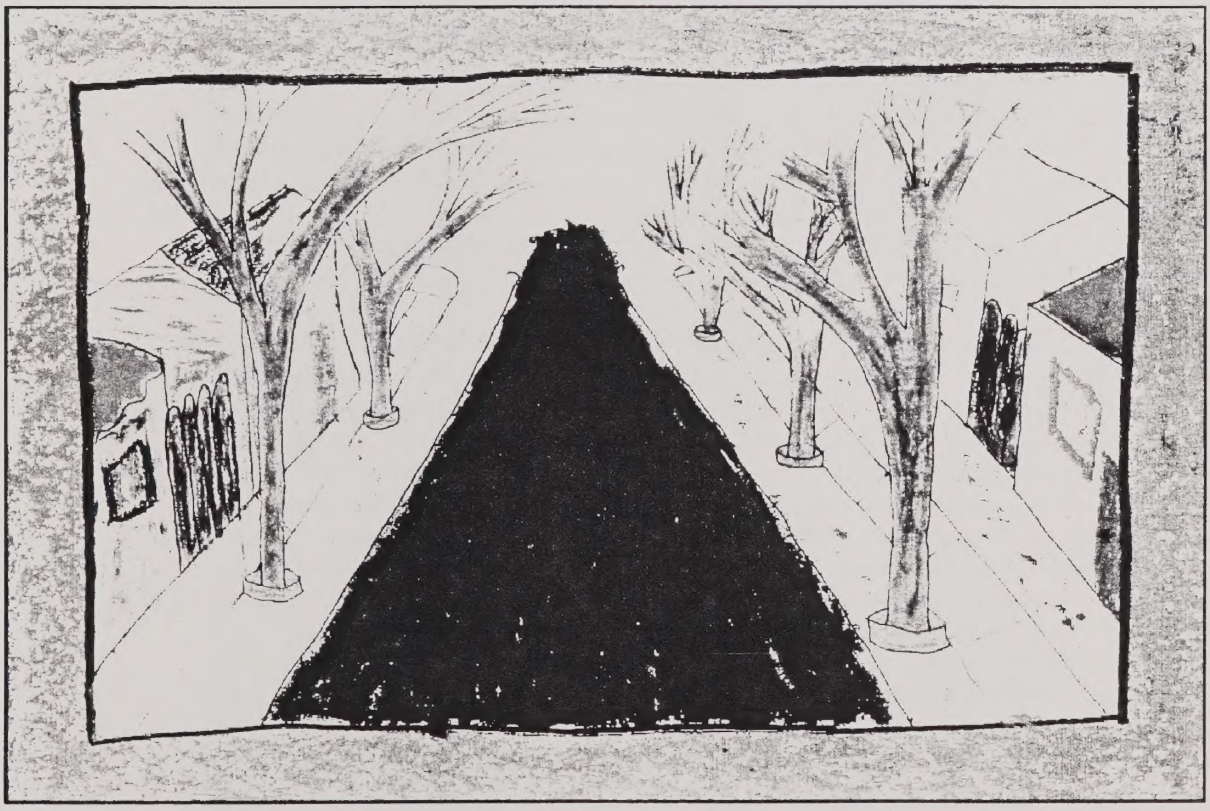
1. Provide current LOS data necessary to evaluate Development Mitigation and Phasing/Construction Program implementation.

Programs:

a. Prepare annual progress reports which detail the past year's land use growth and traffic improvements and which include traffic counts and LOS calculations for the Measure M network that are no more than three months old (traffic counts shall not be taken during the periods from June through August nor November 15 through January 5).

HOUSING

"Looking Down My Street" Sarah Oliver, Grade 3, Golden Hill Elementary School



CITY OF FULLERTON

City of Fullerton General Plan

HOUSING

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HOUSING

1 INTRODUCTION

1.1 Purpose

State law requires that the City's General Plan contain analysis of existing and projected housing needs and goals, policies, quantified objectives, and scheduled programs to meet those needs. State law also requires that the City evaluate its housing element every five years to determine its effectiveness in achieving City- and Statewide housing goals and objectives, and to adopt an updated Housing Element which reflects the results of this evaluation.

The responsibility for implementing the policies and programs of the Housing Element are assigned to the City's Development Services Department.

1.2 Relation to Previous Housing Element

The 1994 Housing Element Update modifies the previous (1989) Housing Element to meet three key objectives: ensure internal consistency with other elements of the General Plan; meet recently enacted statutory requirements, specifically an analysis of assisted units at risk of conversion to market rate; consolidate previous amendments; and add new goals, policies and programs. Relevant sections of the 1989 Housing Element are incorporated, with updated 1990 census data and progress toward the 1989 Element's quantified objectives.

The previous Housing Element, inclusive of its three amendments, was found by HCD to be in compliance with state law. This Update supplements the previous Element, yet does not significantly amend or delete any portion. Quantified objectives have been modified upward to reflect a more successful housing strategy.

1.3 Overview

The Housing Element is organized in the following manner:

- **Introduction** - Includes a statement of the purpose of the Element, an overview of the scope of the element, a summary of the content and organization, and a description of the citizen participation process.
- **Existing Housing Conditions** - Discusses housing trends, tenure and age/condition characteristics, unit size and vacancy rates.
- **Demographics Characteristics and Considerations** - Discusses characteristics of the population, households and income, growth and employment trends, and conditions of overcrowding.

- **Current and Future Need** - Includes an analysis of groups in the City which may have special housing needs, the implications of affordability of the housing stock in relation to household income, and projected housing needs.

- **Housing Constraints** - Includes a discussion of governmental, market/economic and physical constraints to the development of housing and opportunities for energy conservation which affect housing costs and production.

- **Goals, Policies and Programs** - Includes a description of the City's housing policies.

- **Housing Program and Status** - Includes a summary of the actions, programs and strategies the City will take to implement the Housing Element goals and policies and meet the quantified objectives.

- **Sites Available for Residential Construction** - Includes an inventory of vacant land available for residential development, redevelopment and infill potential and East and West Coyote Hills specific plan development potential.

- **Quantified Objectives** - Includes a summary of the number of housing units that will be constructed, rehabilitated and preserved over the planning period.

- **Review of Past Housing Element** - Includes a brief summary of achievements to date. The entire report is found in the General Plan Technical Appendix.

1.4 Environmental Analysis

An Environmental Impact Report was prepared for the entire 1994 General Plan Update pursuant to the California Environmental Quality Act, including the Housing Element. The Element calls for the implementation of existing and new housing assistance programs which will result primarily in the improvement and more efficient use of habitable buildings. Some programs encourage the construction of new housing, particularly in the Downtown Mixed Use designation area, and within the East and West Coyote Hills. The EIR indicates that there will be no significant impacts upon the environment resulting from implementation of the Housing Element Update.

1.5 Citizen Participation

The California Government Code requires that local governments make diligent efforts to solicit achieve public participation from all economic segments of the community in the development of the Housing Element. During the preparation of the 1994 Housing Element, public input was actively encouraged. The goals and policies were developed as a result of an extensive program of analysis of the goals and policies of the 1989 Element. Those that were relevant were retained or modified. Where additional direction or new requirements were specified, new goals and policies were developed. This analysis occurred over a series of seven public workshops, which included extensive staff, committee, commission, council and public participation.

2 EXISTING HOUSING STOCK CONDITIONS

The City has several residential areas with distinct characteristics. The northern portion of the City consists primarily of newer, high-cost single-family housing in low-density neighborhoods, with many lots exceeding one acre in size. Some areas are considered "rural" and do not have sidewalks and many lots are large enough to accommodate horses. The southern portion of the City contains a significant amount of relatively lower-cost single-family homes and apartments. The southern portion of the City also contains a number of historic residences which have been identified by the City as either significant properties or local landmarks. A large, mixed area of apartments and single-family homes located in the south-central area of the City suffers from substandard housing and overcrowded conditions. A concentration of high density apartments is located in the eastern part of the City near Cal State Fullerton, with some high density housing in the downtown.

2.1 Housing Trends

Prior to the 1950s, the City of Fullerton had a total of just under 5,000 dwelling units. Most of this housing still stands today on the residential blocks around the original townsite. Since 1950, the City's housing development has followed a series of shifts in market demand.

Between 1950 and 1960, the City experienced major growth, adding about 12,000 new dwelling units to its housing stock. The majority of these units were single-family detached housing located in the central and southern parts of the City, between the Riverside Freeway and Chapman Avenue.

Residential construction during the 1960s occurred in Fullerton's hillside areas, north of the existing neighborhoods and around the Cal State University campus. New construction was almost evenly split between detached single-family dwellings and multiple attached units.

By the 1970s, the once large supply of the City's easily developed raw land where new detached units could be built was nearly exhausted. Because demand for housing in the Fullerton area remained high, the majority of the residential units built between 1970 and 1976 were multiple-family structures such as apartments, condominiums and townhouse style developments. Large concentrations of these units were constructed in the eastern portion of the City, in part due to increased student enrollment at California State University-Fullerton.

In the late 1970s residential development shifted from multiple-family rental units to ownership dwellings. The majority of Fullerton's new housing development from 1976-80 was single-family dwellings.

Residential construction completed between 1980 and 1990 shifted toward higher density, multiple-family housing, with an increase of 16.4 percent in attached multiple-family housing stock, as compared to an increase of only 2.5 percent in the single-family detached housing stock. More recent trends in Fullerton's residential construction, from 1987 to the present, show fewer multiple-family ownership units (condominiums and townhomes) and more single-family residences and rental apartment units. Between 1990 and 1993, the number of single-family units remained relatively constant, with an increase in the attached and multiple-family housing stock, primarily duplexes and apartment units.

Table H-1 shows Fullerton's housing development by type from 1970-1994, based on Census information and City records.

TABLE H-1
HOUSING UNITS BY TYPE
1970 - 1994

	1970[1]	1980[1]	1990	1994[3]
Dwelling Units (total)	27,941	39,487	42,956	43,882
Detached	19,803	21,847	22,752[2]	22,747
Attached	8,138	17,640	20,204	21,135

Source: 1970, 1980 and 1990 Census
1. Unrevised counts from decennial census.
2. Includes detached units with a single unit only in the structure and mobile homes.
3. Department of Finance 1994 housing estimates.

2.2 Housing Tenure

The majority of housing in the City is owner-occupied. More than one-half, or approximately 55 percent, are owner-occupied units, and the remaining 45 percent are renter-occupied.

Table H-2 shows Fullerton's housing stock by type and tenure.

TABLE H-2
NET GAIN IN RESIDENTIAL UNITS
BY TYPE AND TENURE, 1980 - 1993

Year	Ownership		Rental	Total
	Single-Family	Multiple-Family[1]	Apartments[2]	
1980	218	435	37	690
1981	130	324	22	476
1982	107	71	25	203
1983	81	162	2	245
1984	82	339	38	459
1985	13	113	154	280
1986	12	101	61	174
1987	23	0	180	203
1988	272	0	206	478
1989	8	0	101	109
1990	37	82	337	456
1991	14	1	112	127
1992	20	110	220	350
1993	0	0	145	145
TOTAL	**1,017**	**1,738**	**1,640**	**4,395**

Source: Development Services Department records.
1. Includes multiple-family units as well as single-family attached units.
2. Includes attached and detached "second units" as well as "granny units."

2.3 Vacancies

The vacancy rate is a measure of general availability of housing. It also indicates how well existing housing meets the market demand. A low vacancy rate suggests that households may have difficulty finding housing within their price range; a high supply of vacant units may indicate either the existence of a high number of units undesirable for occupancy, or an oversupply of units. The vacancy rate, as reported by the census, was 4.9 percent in 1990. The following Table H-3 provides a breakdown of vacant housing units by type and tenure.

TABLE H-3 HOUSING VACANCY BY TENURE				
Unit Type	**Owner Occupied**	**Renter Occupied**	**TOTAL UNITS**	**% Vacant[1]**
Single-Family Detached	18,003	3,178	21,532	1.6
Single-Family Attached	2,622	1,046	3,789	3.2
Multiple-Family	951	13,822	17,234	.1
Mobile Home	806	38	877	3.8
Other	140	266	524	22.5
TOTAL	**22,522**	**18,350**	**42,956**	4.9%
Source: 1990 Census.				
1. Calculated as percent vacant within the total for each unit type category.				

2.4 Age of Housing Stock

Approximately 78 percent of residential structures in the City were built prior to 1980, with 1966 as the median year of construction. Table H-4 shows the age of the City's Housing Stock.

TABLE H-4 AGE OF HOUSING STOCK		
Year Built	Total	%
1985 to 1990	2,254	5.3
1980 to 1984	3,163	7.4
1970 to 1979	11,367	26.5
1960 to 1969	11,417	26.6
1950 to 1959	10,874	25.3
1940 to 1949	1,710	4
Before 1940	2,171	5
TOTAL	**42,956**	
Source: 1990 Census		

2.5 Housing Stock Conditions

Housing is considered substandard when conditions are found to be below the minimum standards of living defined by Section 1001 of the Uniform Housing Code. Households living in substandard conditions are considered in need of housing assistance even if they are not seeking alternative housing arrangements–which presumably these households would do if they had the economic means.

The majority of the substandard units and the units needing replacement are in Fullerton's central residential areas, located near Harbor Boulevard. Approximately 53 percent of the substandard housing stock is occupied by low-income households.

Table H-5 shows the present conditions of Fullerton's housing stock.

TABLE H-5
HOUSING STOCK CONDITIONS

Unit Type	Total Occupied Units	Substandard Unit	% [1]	Units Needing Replacement	% [1]
Owner	22,522	619	2.7	52	.2
Renter	18,350	449	2.5	102	.5
TOTAL	**40,872**	**1,068**	**2.6**	**154**	**.4**

Source: Adapted from the City of Fullerton's 1992 Comprehensive Housing Affordability Strategy, January 1992
1. Calculated as a percentage of total occupied units within each tenure category.

In addition to structural deficiencies, the lack of certain infrastructure and utilities often serves as an indicator of substandard conditions. According to the 1990 Census, 79 units in the City lacked complete plumbing facilities; 488 lacked complete kitchen facilities; 178 had no source of heating; 73 relied on wood or an alternative fuel as the heating source; 26 drew their water from privately drilled wells; and, 26 relied on other water sources, which may include bottled water.

2.6 Rooms Per Unit

Table H-6 shows rooms per unit for 1980 and 1990. As the Table indicates, the largest growth has been the "smaller" one- and two-room units (increasing 83 percent for one-room units and 63 percent for two-room units) with the "larger" five and six- plus rooms per unit actually decreasing as a percentage of total units, although these "larger" units still represent 56.5 percent of the total housing stock. Larger households combined with a decrease in proportional representation of larger dwelling units may lead to overcrowded conditions.

TABLE H-6
ROOMS PER UNIT - 1980 AND 1990

Rooms Per Unit	1980	% of Total	1990	% of Total	% Change
1	1,040	2.6%	1,903	4.4%	83%
2	2,006	5.1%	3,268	7.6%	63%
3	5,484	13.9%	5,594	13.0%	2%
4	7,302	18.0%	7,935	18.5%	9%
5	7,664	20.0%	8,015	18.7%	5%
6+	15,990	41.0%	16,241	37.8%	2%
TOTAL	**39,486**	**100%**	**42,956**	**100%**	

Source: 1980 and 1990 Census.

It is difficult to assess whether housing preference demand is pulling the market toward smaller units or if land costs and construction trends are focusing the demand on these types of units. Obviously, affordability/cost is a key factor in this equation, which is reflected in the overcrowding statistics.

2.7 Overcrowding

The Bureau of Census defines overcrowded housing units as "those in excess of one person per room average." Overcrowding is often reflective of one of three conditions: 1) either a family or household is living in too small a dwelling; 2) a family is required to house extended family members (i.e., grandparents or grown children and their families living with parents, termed doubling); or 3) a family is renting living space to non-family members. Whatever the cause of overcrowding, there appears to be a direct link to housing affordability. For example, large households may be unable to afford large dwellings, older children wishing to leave home may be prohibited from doing so because they cannot qualify for a home loan or are unable to make rental payments, or elderly or handicapped persons on fixed incomes are unable to afford suitable housing. Families with low incomes may permit overcrowding to derive additional income, or there may be insufficient supply of affordable housing units in the community to accommodate the demand.

Table H-7 shows that 11 percent of the total housing units within the City were overcrowded in 1990. Data available for 1980 indicates that overcrowded conditions were reported in five percent of the occupied housing units. The increase indicates that more families are doubling because of an inability to find or afford adequate housing of an appropriate size. In addition, large rental households may have difficulty in finding affordable three- and four-bedroom apartment units. According to the 1990 Census there were 2,917 apartment units in the housing stock with three or more bedrooms, of which 517 units had four or five bedrooms. In contrast, there were 6,832 two-bedroom apartment units in the housing stock, and 6,617 one-bedroom apartments. It is clear that additional housing resources with three or more bedrooms are needed at rents affordable to low- and moderate-income households.

TABLE H-7
OVERCROWDING

All Housing Units		
1.01 to 1.50 Persons Per Room[1]	1,918	5%
1.51 or More Persons Per Room[1]	2,600	6%
TOTAL	4,518	11%

Source: 1980 and 1990 Census
1. Housing Units that exceed 1.0 or more persons per room are considered overcrowded.

3 DEMOGRAPHIC CHARACTERISTICS AND CONSIDERATIONS

3.1 Population

Prior to the 1970s, Fullerton's population growth had generally paralleled that of Orange County. Explosive growth occurred during the 1950s and early 1960s. More moderate growth occurred during the latter part of the 1970s and early 1980s, as the amount of vacant, easily developed, residentially zoned land decreased. Since 1970, Fullerton's population growth rate has increasingly declined, as shown in Table H-8. The State Department of Finance estimated Fullerton's January, 1994 population to be 120,522 which indicates growth in population by 6,378 persons since the 1990 Census.

TABLE H-8 FULLERTON POPULATION GROWTH 1940 - 1994		
Census	**Population**	**Percent Increase**
1940	10,442	
1950	13,958	34%
1960	56,180	302%
1970	85,826	53%
1980	102,034	19%
1990	114,144	12%
1994[1]	120,522	5.6%
1. State Department of Finance estimate for January 1, 1994.		

3.2 Household Characteristics

A "household" consists of all the people occupying a dwelling unit, whether or not they are related. A single person living in an apartment is a household, just as a married couple with two children is considered a household.

The overall number of households in Fullerton increased by 40 percent between 1970 and 1980 (average four percent per year). In contrast, the increase in the number of households between 1980 and 1990 was less than ten percent, with an average increase of one percent per year, according to the 1990 decennial census.

Demographic shifts in the characteristics of Fullerton households are likely to affect housing demand. Table H-9 indicates a population which is growing older, larger in household size, and more ethnically diverse, as compared to the household characteristics of the late 1970s. The 1992 enrollment data provided by the Fullerton Elementary and High School Districts indicate that the trend of greater ethnic diversity shown in Table H-9 is continuing, with even greater growth in the Spanish and Asian segments of the population.

TABLE H-9 DEMOGRAPHIC PROFILE & HOUSEHOLD CHARACTERISTICS 1980-1990		
	1980	**1990**
Population	102,034	114,144
Under 18 years	24.2%	22.5%
18 through 64 years	67.8%	67.2%
65 years and over	8.0%	10.2%
White	79%	64.30%
Black	1.6%	2.0%
Native American	.53%	.32%
Asian	4.45%	11.9%
Hispanic	13.5%	21.3%
Median Age	28.4 years	31.7 years
TOTAL Households	**37,869**	**41,025**
1 person	(23.3%)	(22.3%)
2 persons	(34.5%)	(33.5%)
3 persons	(17.2%)	(16.9%)
4 persons	(13.8%)	(14.2%)
5 persons	(6.4%)	(6.9%)
6+ persons	(4.8%)	(6.2%)
Persons per household	2.64 persons	2.78 persons
Overcrowded (1.01 or more persons/room)	5.0%	11.5%
Family Households	79.6%	68.4%
Non-Family Households	20.4%	31.6%
Source: 1980 and 1990 Census		

Of particular interest is the growth in four-, five- and six- or more-person households, which together increased 18 percent between 1980 and 1990, while the representation of one-, two- and three-person households decreased in proportion to the population, although actual numbers increased due to population growth. This change in the makeup of Fullerton's households is impacted by the concurrent decrease in the number of rooms in new construction discussed in the previous section.

In addition to the demographic shifts described above, there has also been shifts in various sub-areas of the City, as Table H-10 shows.

TABLE H-10
SHIFTS IN POPULATION, HOUSING, AND PERSONS PER HOUSEHOLD 1980 AND 1990 CENSUS BY STUDY AREA

Household Size	1980		1990	
AREA 1 CENTRAL FULLERTON				
1 per household	2,148 (26%)		2,227 (27%)	
2 per household	2,935 (35%)		2,814 (34%)	
3 per household	1,317 (16%)		1,323 (16%)	
4 per household	1,031 (12%)		1,025 (12%)	
5 per household	479 (6%)		470 (6%)	
6+ per household	368 (4%)		444 (5%)	
	TOTAL	**% Change 1970-80**	**TOTAL**	**% Change 1980-90**
TOTAL Population	**21,341**	**(-1%)**	**22,105**	**(4%)**
TOTAL Households	**8,278**	**(+10%)**	**8,303**	**(.3%)**
Avg. Population/Household	**2.58**	**(-10%)**	**2.66**	**(3%)**
Median Age			**39.2**	
AREA 2 SOUTH FULLERTON				
1 per household	2,158 (21%)		2,060 (19%)	
2 per household	3,299 (32%)		3,139 (29%)	
3 per household	1,962 (19%)		1,874 (17%)	
4 per household	1,472 (14%)		1,490 (14%)	
5 per household	798 (8%)		917 (9%)	
6+ per household	702 (7%)		1,236 (12%)	
	TOTAL	**% Change 1970-80**	**TOTAL**	**% Change 1980-90**
TOTAL Population	**29,413**	**(-8%)**	**34,636**	**(18%)**
TOTAL Households	**10,391**	**(+2%)**	**10,716**	**(3%)**
Average Per Household	**2.83**	**(-10%)**	**3.23**	**(14%)**
Median Age			**28.9**	
AREA 3 NORTH FULLERTON				
1 per household	1,015 (10%)		1,763 (15%)	
2 per household	3,080 (31%)		3,963 (34%)	
3 per household	2,101 (21%)		2,222 (19%)	
4 per household	2,090 (21%)		2,164 (19%)	
5 per household	959 (10%)		941 (8%)	
6+ per household	542 (6%)		521 (5%)	
	TOTAL	**% Change 1970-80**	**TOTAL**	**% Change 1980-90**
TOTAL Population	**30,518**	**(+32%)**	**34,306**	**(12%)**
TOTAL Households	**9,787**	**(+85%)**	**11,574**	**(18%)**
Average Per Household	**2.76**	**(-28%)**	**2.96**	**(5%)**
Median Age			**38.6**	
AREA 4 NORTHEAST FULLERTON				
1 per household	3,459 (36%)		3,115 (32%)	
2 per household	3,800 (40%)		3,190 (33%)	
3 per household	1,088 (11%)		1,449 (15%)	
4 per household	659 (7%)		1,266 (13%)	
5 per household	297 (3%)		359 (4%)	
6+ per household	176 (1%)		346 (4%)	
	TOTAL	**% Change 1970-80**	**TOTAL**	**% Change 1980-90**
TOTAL Population	**20,603**	**(+76%)**	**23,095**	**(11%)**
TOTAL Households	**9,479**	**(+140%)**	**9,727**	**(3%)**
Average Per Household	**2.17**	**(-27%)**	**2.37**	**(9%)**
Median Age			**27.6**	
TOTAL ALL AREAS				
TOTAL Population		**102,034 (+19%)**	**114,144 (+10.6%)**	
TOTAL Households		**37,932 (+40%)**	**41,025 (+47.5%)**	
Average Per Household		**2.60 (-18%)**	**2.78 (+6.4%)**	
Median Age			**33.6**	

Source: 1980 and 1990 Census.
Area 1: Census tracts 110, 112, 113, 114.95, 114.96, 114.97, 114.98
Area 2: Census tracts 18.01, 18.02, 19.01, 19.02, 19.03, 111.01, 11.02, 116.01, 116.02
Area 3: Census tracts 1106.05, 17.03, 17.04, 17.05, 17.06, 16.01, 15.03, 16.02, 15.06
Area 4: Census tracts 117.07, 117.08, 117.11, 115.01, 115.02

Table H-10 shows the central portion grew by only 25 households. The low household growth may be partly due to "empty nester" situations where parents remain while children have grown and left home. This is supported by the highest median age in the City, at 39 years. The growth in population may be attributed to the increase in household size.

The southern portion of the City, developed with single-family units of the 1940s through the 1970s, reflects increasing numbers of large families and associated increase in population, household size and household growth. The age in this portion of the City is relatively young, with 28.9 years as the median.

The northern portion of the City experienced growth due to new housing development. The proportion of smaller one- and two-person households has increased, while the representation of larger households has decreased. The median age in this section of the City is 38.6 years.

The northeast portion of the City, which includes California State University Fullerton, has proven to be a magnet for a significant population concentration. The high proportion of one- and two-person households may be attributed to the student population residing close to campus and within dormitories at Cal State Fullerton. However, growth has occurred primarily within the three- and four-person household category, with actual decreases in both the number and proportion of one- and two-person households in this area. The age of residents in this subarea, at 27.6 years as the median, reflects the influence of the university and a subsequent need for related housing types.

3.3 Income Characteristics

Four household income categories are used by the State of California for housing affordability analysis:

- Very Low Income (50 percent of the area median income)
- Low Income (51 percent to 80 percent of the area median income)
- Moderate Income (81 percent to 120 percent of the area median income)
- Above Moderate Income (more than 120 percent of the area median income)

Table H-11 identifies the actual income limits for income categories based on the official Housing and Urban Development (HUD) May 1993 median income of $56,500 for a four-person household in Orange County. The HUD income distribution method is consistent with definitions for Low-and Moderate-Income households used in various Federal and State housing programs, e.g., Section 8 and State Bonus Density law. It is adjusted to account for changes in household size. A 10 percent reduction factor is applied to the median income for a family of four to determine the income limits for families of 3 or less, increasing the reduction factor as the family size decreases. An 8 percent multiplier is applied to the median income for each additional person over four. The incomes are rounded to the nearest $50.

TABLE H-11 INCOME BY HOUSEHOLD SIZE								
Standard	**1**	**2**	**3**	**4**	**5**	**6**	**7**	**8**
Very Low Income 50% of Median	19,800	22,600	25,400	28,250	30,500	32,750	35,050	37,300
Low Income 80% of Median	27,800	31,750	35,750	39,700	42,900	46,050	49,250	52,400
Median Income	39,500	45,200	50,850	56,500	61,000	65,550	70,050	74,600
Above Moderate 120% and Above	47,450	54,250	61,000	67,800	73,200	78,650	84,050	89,500

Source: 1993 State of California Income Limits, adapted from May, 1993 HUD median income for Orange County.

As shown in Table H-12, Very Low-Income households constitute Fullerton's largest grouping, accounting for 30 percent of all households. The second largest group is Moderate-Income households, accounting for approximately 29 percent of the households. Twenty percent of the Moderate-Income household category earn incomes of $60,000 and above. Approximately 24 percent of the households fall in the Above Moderate-Income range. The remaining 16.4 percent of the households in Fullerton fall into the Low-Income category.

TABLE H-12 INCOME DISTRIBUTION IN FULLERTON			
Income[1]	**Maximum Monthly Income**	**Household Distribution**	**%**
Very Low/Less than $28,250	$2,354	12,574	30.6
Low/Less than $39,700	$3,308	6,739	16.4
Moderate/Less than $67,800	5,650	11,777	28.7
Above Moderate/ $67,800+	above $5,650	9,935	24.2
TOTAL HOUSEHOLDS		**41,025**	**100**

1. Based on the State income limits adapted from the May 1993 HUD median income for Orange County.

Source: Census data, interpolated to HUD income categories.

The data suggests that there is a strong need for housing affordable to the Very Low- and Moderate-Income households, which comprise over one-half of the City's population, as well as a strong market for housing that serves the needs of the Above Moderate-Income households.

3.4 Employment

The City of Fullerton is a major job center of the northwestern Orange County/southeastern Los Angeles County area. Large industrial employers include Hughes Aircraft, Kimberly-Clark, Hunt-Wesson Foods and Beckman Instruments. Substantial employment also occurs in the service/public employment sector through St. Jude Hospital, Fullerton Community College, California State University, and the City itself.

The local working force of Fullerton residents was estimated at 62,264 by the 1990 Census. Approximately 65 percent of the families in Fullerton is comprised of two or more members who work.

3.4.1 Resident Employment Characteristics

Approximately one-third of the residents in the City are employed in retail trade or durable goods manufacturing at 16.8 and 15.9 percent of the work force, respectively. Jobs in finance, insurance and real estate were held by 8.7 percent of the labor force, followed by 7.7 percent in the education sector and 7.2 percent in manufacturing of non-durable goods. Overall, manufacturing represents the sector employing the largest proportion of residents at 23.1 percent.

Table H-13 identifies employment by sector of residents of the City. It should be noted that this table documents census data regarding the employment category of residents within the City. The local job base, discussed below, provides post-census data regarding the number of jobs estimated to be located in Fullerton, irrespective of the residence location of the employees holding those jobs.

TABLE H-13
RESIDENT EMPLOYMENT BY SECTOR

Employment	Residents	%
Agriculture, Forestry, and Fisheries	740	1.2
Mining	70	0.1
Construction	3,617	5.8
Manufacturing, Nondurable Goods	4,472	7.2
Manufacturing, Durable Goods	9,909	15.9
Transportation	1,880	3.0
Communications and Other Public Utilities	1,048	1.7
Wholesale Trade	3,677	5.9
Retail Trade	10,488	16.8
Finance, Insurance, and Real Estate	5,391	8.7
Business and Repair Services	3,478	5.6
Personal Services	2,190	3.5
Entertainment and Recreation Services	1,286	2.1
Professional and Related Services:		
Health Services	3,864	6.2
Educational Services	4,788	7.7
Other Professional and Related Services	3,997	6.4
Public Administration	1,365	2.2
TOTAL	**62,264**	

Source: 1990 Census.

3.4.2 Local Job Base

The County of Orange Forecast and Analysis Center estimated that Fullerton had 76,523 jobs in 1990 (OCP92). OCP92 projections show 845 jobs being added to Fullerton's employment base for 1995 (a one percent increase over 1990 figures). This employment growth is expected to occur as the City's remaining industrial and commercial/office areas are developed and recycled. Focal points will be the downtown and transit center, the Southeast industrial area, the airport industrial area, and the Cal State University Campus. This growth in jobs is expected to outpace Fullerton's projected housing and population increases. Refer to section 4.8.2 of the EIR for a discussion of jobs-housing balance.

Over 25 percent of the 62,264 employed residents of the City worked within the City. Approximately 50 percent of the employed residents of Fullerton worked outside of the City, but within Orange County. Since a large portion of Fullerton residents commute out of the City to work, growth in regional job demand provides additional fuel for Fullerton's overall housing demand. The County has estimated that 129,171 jobs will be added to the rest of the County by the year 1995.

4 CURRENT AND FUTURE HOUSING NEEDS

4.1 1988 Regional Housing Needs Assessment

In order to meet statewide housing goals, the State Government Code requires that the local council of governments (in this case the Southern California Association of Governments, or SCAG) determine each locality's regional share of its existing and future housing needs. In meeting this mandate SCAG developed the 1988 Regional Housing Needs Assessment (RHNA) which provides the City's regional fair share up to the year 1994. SCAG has indicated that an updated RHNA will not be available until 1996. Therefore, as this update of the 1989 Housing Element is primarily to assure consistency with the other elements of the General Plan, and to reflect the changes in the Land Use Plan which may further contribute toward the City's housing objectives, the needs established by the 1988 RHNA are not adjusted.

Table H-14 identifies the existing and future housing needs by income category, as established by the 1988 RHNA, used to determine the City's housing needs.

TABLE H-14
SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
1988 -1994 REGIONAL HOUSING NEEDS ASSESSMENT FOR FULLERTON

Part I: Current Needs and General Information (01/01/88)								
(1)	Total Households	40,591						
(2)	Total Housing Units	42,108						
(3)	Unoccupied Units (line 2 - line 1)	1,517						
(4)	Existing Need (Lower-Income Households Paying Over 30% of Income for Housing)	7,520	**Total**		**Owners**		**Renters**	
			Very Low	**Low**	**Very Low**	**Low**	**Very Low**	**Low**
			4,689	2,831	669	416	4,022	2,416
Note: Percentages calculated on percent of TOTAL in need.		100%	62%	38%	8.9%	5.5%	53.5%	32.1%
Part II: Future Need (Six and a half year period from 01/01/88 to 07/01/94)								
			Very Low		**Low**	**Moderate**	**Upper**	
(1)	Future Housing Need (Adjusted to avoid impaction)	1,805 (100%)	300 (16.6%)		424 (23.5%)	379 (21.0%)	699 (38.7%)	
Source: Consolidated from SCAG 1988 RHNA.								

4.2 Housing Affordability

State housing policy recognizes that cooperative participation of the private and public sectors is necessary to extend housing opportunities to all economic segments of the community. The private sector generally responds to the majority of the community's housing needs through the production of market-rate housing. However, the percentage of the population who can afford market-rate housing is declining.

4.2.1 Households in Need

The 1988 SCAG Regional Housing Needs Assessment (RHNA) examined 1980 Census figures relative to income and housing costs. Using a 30 percent monthly housing cost to income ratio as a benchmark for "affordability," the RHNA estimated that 19 percent of Fullerton households (7,520) were lower-income "in need" households. More recent 1990 Census figures indicate an increase in these households to approximately 24.6 percent.

The waiting list for Section 8 housing assistance certificates, a Federal subsidy program which bridges the financial gap between 30% of a household's income and their rent, is another indication of households overpaying for shelter. Due to demand for Section 8 assistance, applicants paying more than 50 percent of monthly income for rent plus utilities are given priority. As of July 1, 1993, there were 480 persons receiving assistance, with approximately 1,390 applications pending. The Orange County Housing Authority (OCHA), which administers the HUD Section 8 Rental Assistance Program for the City of Fullerton, indicates that 90% of all Fullerton households receiving Section 8 assistance meet the Federal preference requirements.

Some of the detriments of increased housing costs include the following:

- **Declining Rate of Home Ownership** - Buying a new home in Fullerton has become difficult for many households, particularly first-time home buyers. Households that traditionally purchased homes now may compete with less advantaged households for rental housing. This phenomenon could affect vacancy rates and rents for apartment units.

- **Overpayment** - Overpayment refers to renters and homeowners who pay more than 30 percent of their gross incomes for shelter. "Affordability" can be a relative term. Some people voluntarily choose to spend a higher percentage of their income for housing. However, for Very Low- and Low-Income households (those earning less than 50 percent and 80 percent of the area-wide Medium Income, respectively) this may create a situation where housing costs consume a large proportion of a family's income, to the detriment of food, health and clothing needs.

- **Overcrowding** - As housing prices climb, lower-income households have fewer choices and often can only afford smaller, less than adequate housing. This may result in overcrowding. Overcrowding places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions which contribute both to deterioration of the housing stock and neighborhoods in general.

In determining existing need for affordable housing it is necessary to relate income characteristics with housing costs and rents. Tables H-15 and H-16 list the percentage of renters and homeowners according to monthly housing costs as a percentage of monthly gross income.

TABLE H-15 RENT AS PERCENTAGE OF GROSS INCOME				
Income	**0-19%**	**20-29%**	**30% +**	**Total**
	%[1]	**%[1]**	**%[1]**	**%[1]**
RENTER HOUSEHOLDS				
Less than $10,000	0	1	10	11
$10,000 - $19,999	0	1	18	19
$20,000 - $34,999	2	11	16	30
$35,000 - $49,999	8	12	3	23
$50,000 or more	12	5	1	18
TOTAL PERCENT	**22**	**30**	**48**	**100[2]**
TOTAL HOUSEHOLDS	**3,967**	**5,260**	**8,659**	**17,886**

Source: 1990 Census
1. Percentage of total renter households in city.
2. Includes 447 households not computed, therefore the totals may not equal 100%.

Table H-15 shows a disproportionate percentage of lower-income households reporting overpaying for rental costs. Although the Census does not present overpayment in terms commensurate with the categories of Very Low- and Low-Income as defined on Table H-15, comparisons can be made on a general level. For example, almost all renters earning up to $19,999 paid more than 30 percent of their incomes on housing. This constitutes 4,992 households and comprises 28 percent of all renter households. Over one-half of the households in the $20,000 to $34,999 range paid more than 30 percent of their incomes for housing, which constitutes 16 percent of the total renter population. This reflects the need for affordable rental housing in the City, particularly for Very Low- and Low-Income households.

Table H-16 indicates that 39 percent of homeowners earning $20,000 to $34,999 paid 30 percent or more of their monthly income for mortgages, which constitutes five percent of all owner households. Approximately 11 percent of homeowners who earned $50,000 and above paid over 30 percent of their incomes for mortgages. The Moderate -income household ownership group ($35,000 to $49,999) appears to be the most highly impacted homeowner income group in terms of overpayment. Although Moderate-Income homeowners comprised only seven percent of homeowners, 41 percent of this category overpaid.

TABLE H-16 MORTGAGE COSTS AS PERCENTAGE OF GROSS INCOME				
Income	**0-19%**	**20-29%**	**30% +**	**Total**
	%[1]	**%[1]**	**%[1]**	**%[1]**
OWNER HOUSEHOLDS				
Less than $10,000	0	.3	2	3
$10,000 - $19,999	3	.4	3	6
$20,000 - $34,999	7	2	5	14
$35,000 - $49,999	7	3	7	18
$50,000 or more	32	16	11	59
TOTAL PERCENTAGE	**49**	**30**	**28**	**100[2]**
TOTAL HOUSEHOLDS	**9,857**	**2,243**	**3,544**	**20,183**

Source: 1990 Census
1. Percentage of total ownership households in City.
2. Includes 121 households not computed, therefore the totals may not equal 100%.

The majority of households paid less than 30 percent on housing costs. A significant number of households, however, paid more: approximately 28 percent of owner-households and 48 percent of renter households.

The number of owner households overpaying for housing is not as great a concern as overpaying renter households. Some owner households choose to allocate a higher percentage of their monthly income on housing costs because this allocation is justified in light of investment qualities of ownership and other personal choices. This is particularly evident in the upper range of Moderate- and Above Moderate-Income households.

4.2.2 Housing Costs

A March 1993 rent survey of over 5,000 apartment units in Fullerton conducted by The Research Network indicated the rent structures shown in Table H-17.

TABLE H-17
FULLERTON APARTMENT SURVEY
1993

Type	Total Units Surveyed	Average Rent (does not include utilities)	Average Size (Square Feet)
0 Bedroom	239	$577	510
1 Bedroom	2,345	$611	687
2 Bedroom/1 Bath	897	$728	886
2 Bedroom/1+ Bath	1,452	$788	1,038
3 Bedroom	142	$924	1,321
TOTAL	5,075	$726	888

Source: The Research Network March 1993 survey.

These rents do not include utilities, which may impose additional costs. Exhibit LU-1 of the Land Use Element identifies the distribution of multiple-family units in the City. The average apartment rent in Fullerton is $726 per month. In addition, over one-half of the apartment complexes surveyed offered move-in rent concessions.

4.2.3 Affordable Rents and Mortgages

Table H-18 indicates the "affordable" housing costs and purchase prices by income category for both four- and single-person households based on the 30 percent affordability standard. In the case of rent, the 30 percent does not include an allowance for utilities. In the case of purchase, the 30 percent includes payment on principal and interest, as well as property tax (calculated at 1.06 percent) and property insurance. An eight percent interest rate is assumed.

TABLE H-18 FULLERTON AFFORDABLE RENT AND PURCHASE PRICE BY ANNUAL INCOME			
Type	**Annual Income (1993)**	**Maximum Affordable Housing Costs[1]**	**Maximum Affordable Purchase Price[2]**
FOUR PERSON HOUSEHOLD[3]			
Very Low	Up to $28,250	$706	$104,800
Low	Up to 39,700	$993	Up to $145,000
Moderate	Up to 67,800	$1,695	Up to $242,000
Above Moderate	$67,801 +	Above $1,695	Above $242,000
SINGLE-PERSON HOUSEHOLD[3]			
Very Low	$0 - 19,800	$475	$54,450
Low	$19,801 - 27,800	$695	$76,450
Moderate	$27,801 - 47,450	$1,186	$130,490
Above Moderate	$47,451+	Above $1,186	Above $130,490
1. Includes utilities. 2. Based on 30 percent of income, inclusive of property tax and insurance. 3. Income limits established by HUD, May 1993.			

4.2.4 Comparison of Market Rents to Affordable Rents

A Very Low-Income four person household with an income of $28,250 or less can afford housing costs of $706 per month. Two-bedroom apartments rent for an average of $761 per month in Fullerton, depending on the number of bathrooms, which exceeds the rent affordable to a Very Low-Income family of four. Only studio and one bedroom units are appropriately priced for a Low-Income family of four, which would result in overcrowding. Typically, a two-bedroom unit is the minimum size which can accommodate a four-person household.

A Very Low-Income single-person household with an income of $19,800 or less can afford a housing payment/rent of $475 per month, which is lower than the average rent for a studio or one-bedroom unit, at $577 and $611, respectively. Approximately 9,173 households, or 21.4 percent of all households in the City, consist of a single individual. Of these, 56 percent are renters.

It is possible for single individuals to share a one- or two-bedroom unit as roommates, particularly in the case of college students. In this case, two unrelated Very Low-Income individuals could afford to rent a two-bedroom apartment, as well as a few three-bedroom units available at the lower end of the rental range. There are 5,671 non-family households in the City, comprising 25 percent of the population.

4.2.5 Comparison of Market Ownership Costs to Affordable Costs

According to the DAMAR(c) real property data base, the average price for a resale single-family home in Fullerton during 1993 was $223,886. The average asking price for a Planned Residential Development Unit, which may include smaller lots and attached units, was $214,929. Condominium products ranged from $50,000 to $250,000, with an average resale price of $132,575. Table H-19 lists the 1993 price ranges and percent of units on the market available at various price points, according to DAMAR.

TABLE H-19 1993 RESALE HOUSING PRICES[1]							
Type	**0-100**	**100-150**	**150-175**	**175-200**	**200-250**	**250+**	**Avg. Price**
Single-Family	1.6	12.3	23.8	14.3	18.7	29.5	223,886
PRD		17.5	17.5	19.0	23.8	22.2	214,929
Condo	16.4	53.4	21.2	3.7	5.3	--	132,575

Source: Damar(c) Property Database
1. Costs represent dollars in thousands.
Note: Percentages represent the proportion of each housing type sold at each price point.

Mortgage interest rates for new home purchases generally ranged from seven to eight percent for a fixed rate 30 year loan in 1993. Lower initial rates were available with Graduated Payment Mortgages (GPMs), Adjustable Rate Mortgages (ARMs), Reduced Term Mortgages, and Buy-Down Mortgages.

Tables H-20 and H-21 show the impact of different mortgage interest rates on monthly housing costs based on the average housing cost for new and resale units. For example, on a median priced resale home at $223,886, an 80 percent mortgage at an 8 percent interest rate would result in monthly payments of approximately $1,547/month, inclusive of property tax and insurance.

TABLE H-20 MONTHLY MORTGAGE PAYMENTS AT VARYING INTEREST RATES FOR RESALE HOMES				
Interest Rate	**8/6%**	**8/6%**	**8/6%**	**8/6%**
Purchase Price	$132,575 (Condominium)	$132,575 (Condominium)	$223,886 (Single-Family Home)	$223,886 (Single-Family Home)
Down Payment	20%	10%	20%	10%
Loan Amount	$106,060	$119,317	$179,108	$201,497
Monthly Principal and Interest	$778/635	$875/715	$1,314/1,074	$1,478/1,208
PITI	$161	$161	$233	$233
TOTAL Housing Expense	**$939/796**	**$1036/876**	**$1,547/1,307**	**$1,711/1,441**
Required Monthly Income	$3,160/2,650	$3,450/2,950	$5,100/4,320	$5,720/4,800
Required Yearly Income	**$37,920/31,800**	**$41,400/35,400**	**$61,240/51,840**	**$68,640/57,600**

Tax Base Source: Phone discussion, Tax Collector, January 3, 1994. Establishes 1.06 percent as tax base. Actual taxes, per district, may include assessment district fees and Mello Roos assessments up to a 1.8 percent tax rate per year. This may add up to $1600 additional costs per year.

Based on the ownership costs shown above and the "affordable" mortgage payments shown in Table H-18, it is apparent that Low-Income households who want to live in Fullerton can afford to purchase a condominium product up to $145,000, and a limited amount of resale single-family homes. As shown in Table H-19, approximately 70 percent of the available resale condominium units were offered at prices of $150,000 and below. Further, 16.4 percent of the available condominium stock falls within the $50,000 to $100,000 range, which would be affordable to the extreme upper end of the Very Low-Income category. However, a prime obstacle to the qualification for purchase of these resources is the down payment. First-time home buyers are the group impacted the most by financing requirements. Typically, conventional home loans will require 10 to 20 percent of the sale price as a down payment.

The data indicates that approximately 70 percent of the single-family detached resale stock, and 80 percent of the PRD resale stock is available for under $250,000. As households with Moderate Incomes can afford to buy a house up to $242,000, a variety of products are available to meet the range of incomes within the Moderate-Income classification.

4.3 Special Needs

State Housing Law requires that the special needs of certain groups be addressed. The needs of the elderly, handicapped, large families, single individuals with dependent children and the homeless are addressed in the following section.

4.3.1 Elderly Persons

Many elderly persons have special housing needs due to their typically fixed income and high medical costs. Elderly mobile homeowners, for example, are faced with potential increases to their land leases. Elderly persons also have special needs such as ramps, handrails, lower cupboards and counters to allow greater access and mobility, and special security devices. The elderly also need convenient access to public facilities and transit facilities. In most instances the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may need medical and/or property maintenance. Every effort should be made to maintain their dignity, self-respect, and quality of life.

See Policy H-3.1

The City's elderly population in 1990 was estimated to be 11,675, using the Census definition of 65 years of age, which constitutes 10.2 percent of the total population. Owner-occupants represented 79 percent, and 21 percent were rental-occupants. The percentage of seniors in rental status has declined from 1980. Of the elderly renters, approximately 68 percent pay more than 30 percent of their incomes for rent.

As of 1994, 140 elderly Fullerton households were assisted under the Section 8 rental program. The City's comprehensive Housing Affordability Strategy (CHAS) identifies an additional 690 Very Low-Income elderly households and 156 Low-Income elderly households who may be in need. The City anticipates assistance of 155 of these households through the Section 8 rental subsidy program or through low-interest housing rehabilitation loans through 1994.

Other resources available to assist elderly households include the Hillcrest Senior Condominium Project which contains seven one-bedroom units that will sell at prices affordable to Low-Income senior households, and Klimpel Manor, a 59-unit Very Low-Income senior apartment project completed in 1994, that will be rent-restricted for 99 years.

4.3.2 Special Housing Needs of the Disabled

Disabled persons often require specially designed dwellings to permit free access within and to and from the unit. Special modifications to permit free access are important in maintaining independence and dignity. California Administrative Code (Title 24) sets forth access and adaptability requirements to accommodate the physically disabled. These regulations apply to non-residential public buildings such as motels, and require rampways, larger door widths, restroom modifications and similar features. Such standards are not mandatory for new residential construction.

See Policy H-3.1

A 1988 countywide needs assessment study conducted by the Dayle McIntosh Center revealed the following facts regarding the County's disabled population: housing was rated the number two concern, with the major issues being accessibility and affordability. A majority have incomes below 50 percent of the County's median. Many are Social Security recipients who receive an average income of $650 per month. Others receive limited Aid for Families with Dependent Children, veterans benefits, or State disability incomes.

Table H-21 lists the number of persons in the City of Fullerton who had mobility or self-care limitations as reported by the 1990 Census. About 9,100 persons had disabilities, representing 7.7 percent of the City's population. Persons whose mobility was restricted solely due to limitations and/or the ability to care for themselves represent 1.4 percent of the City's population. Persons with disabilities include a large number of persons 65 years of age and older, comprising 27 percent of the total elderly population.

TABLE H-21
PERSONS REPORTING A MOBILITY OR SELF-CARE LIMITATION

Persons 16-64	% of Total Population	Persons 65+	% of Total Population	Total Disability	% Total Population
5,951	5.2	3,153	2.7	9,104	7.7

Source: 1990 Census

The mobility or self-care limitations alone do not necessarily translate into a need for specially constructed housing units. Therefore, it is difficult to estimate the number of disabled persons in need of housing. However, a fair amount of housing assistance and amenities is available. For example, a number of the senior apartment complexes provide handicapped features on their ground level apartment units.

In addition, the City provides loans for disabled-access improvements and/or modifications, and also implements State Building Codes which require accessibility features for new construction in order to address the need for handicapped-accessible housing. Loans of up to $25,000 are available for single-family dwellings and loans ranging from $25,000 to $75,000 are available for multiple-family units. Low interest loans are provided to Low- and Moderate-Income owner occupants and to owner/investors whose tenants are Low- and Moderate-Income. Deferred loans at 0 percent interest are provided to Very-Low-Income owner occupants who are unable to qualify for low interest loans. The City also participates in the Orange County Housing Authority's (OCHA's) Section 8 Existing Housing Assistance Payments Program.

4.3.3 Special Housing Needs of Single Individuals with Dependent Children

See Policy H-4.1

Single individuals with dependent children face a variety of housing problems including prohibitive rent costs and discriminatory housing practices. Based on the 1990 Census, approximately 3,960 Fullerton families had a single female as the head of household. The average income for a female householder with children was $23,920, which is within the Very Low-Income group. Approximately 31 percent of single, female-headed households are considered to live below the poverty level. There are 2,091 families in the City with a single male as the head of the household, of which 15 percent are considered to fall below the poverty level. The average income for a male householder (no spouse) with children was $32,488, which falls within the Low-Income group.

Single-parent households usually have to spend a disproportionately large percentage of their income on housing costs, leaving an inadequate amount of money for their other needs, such as food, medical care, utilities and childcare. In this situation an unexpected expense or emergency may result in non-payment of rent, resulting in eviction. Deficient income also results in poorly maintained dwellings, since income is more apt to be spent on more immediate needs, such as food, clothing, transportation, and medical care. Female heads of household are sometimes ill-prepared for property maintenance responsibilities without proper training or knowledge and may need assistance.

Research indicates that many single-female heads of household enter the work place without substantial job skills and may not receive child support. This information is substantiated by the large number of female-headed households who receive public assistance. Even in the case of dissolution of community property assets, single-female heads of household may not typically have the resources to again enter the housing market as a homeowner.

Addressing the housing needs for single-parent households is a complex undertaking requiring innovative solutions. Resources to assist single heads of household generally include Section 8 Certificates and other forms of public assistance. However, this type of assistance is limited. In addition, single heads of household who have incomes slightly more than the upper qualifying limit for public assistance may fall through the cracks in the community.

Children and adults can experience trauma as a result of relocation resulting from the economic consequences of divorce or death of a spouse. Although housing discrimination against children is prohibited by law, many landlords are unaware and continue to refuse to rent to families with children. Single-parent families are further hampered in finding housing because of discrimination based upon marital status. In order to address these problems, the City contracts with the Fair Housing Council (FHC) of Orange County to investigate housing discrimination allegations and provide tenant/landlord counseling.

4.3.4 Special Needs of the Homeless

The Housing Element must identify the special needs of those persons in need of emergency shelter and identify adequate sites which may be made available for emergency shelter and transitional housing. Emergency shelter is considered short-term need (less than 30 days), while transitional housing is considered a longer term need (30-60 days). Emergency shelters are typically for periods of inclement weather and natural disaster, with few or inconsistent social services provided. Transitional housing provides shelter in conjunction with social services and counseling programs to assist in the transition to self-sufficiency through acquisition of permanent housing.

See Policy H-3.5

According to the March 20, 1990 Federal Census Shelter Night Survey, ("S" night), there were 125 homeless people in Fullerton. Of these, 27 homeless people were visible in the streets, while 98 homeless people were in shelters. This would indicate a need for at least 126 shelter beds. Shelter providers believe the 1990 Census figure is low and that there are at least 150-250 homeless persons on a regular basis in Fullerton. An inventory of shelter providers, as shown in Table H-22, indicates the following "beds" are available.

TABLE H-22 INVENTORY OF SHELTERS			
Provider	**Type/Population Served**	**Permanent Beds**	**Inclement Weather/Seasonal Beds**
1. New Vista Shelter	Transitional/Families	28	
2. Western Youth Services	Transitional/Youths	8	
3. Women's Transitional Living Center	Transitional/Women and Babies	52	
4. Interfaith Shelter Network	Transitional/Adult		12
5. National Guard Armory	Emergency/Mixed		125
TOTAL		**88**	**137**

Critics of the Census "S" Night homeless count point to areas of possible undercounting, including definitional problems (are people temporarily in hotels/motels homeless?), and missed persons (those homeless persons who remained awake and uncounted during "S" Night as well as those homeless persons sleeping in cars and inaccessible areas who were not counted). Although it would appear from the numbers above that the City is meeting its homeless shelter needs, providers of homeless services indicate that the need still exceeds available resources. Fullerton Interfaith Emergency Services indicates that it is turning away 70 homeless persons per day on average.

In 1993, the Orange County Homeless Issues Task Force presented the results of a two month survey of thirty-one service agencies in the County. The survey was designed to provide basic demographic information about homeless persons. Almost 61 percent of the respondents with children indicated that the inability to afford housing contributed to their homelessness. Eleven percent who answered where they spent the previous night said they stayed in a vehicle. Ninety-five people (7.2 percent of the respondents who listed their last permanent address) stated they had lived in Fullerton.

The Homeless Issues Task Force Survey cited above also provided the following self-declared reasons for homelessness: family violence (16%), physical illness (20%), alcohol/drug problems (20%), and mental illness (11%).

Based upon information from shelter providers, there is a need for at least 70 additional beds in Fullerton. Utilizing information from the Homeless Issues Task Force's February 1990 Demographic Profile and Survey of Homeless Persons in Orange County, of the 70 shelter beds needed, 29 (42%) should be for adults/single individuals while 41 beds (58%) should be for families with children.

The following summary of private and public sector programs in the City provides some indication of the resources mobilized to meet the needs of the homeless. It is anticipated that most of the shelter needs of the adult/single individuals will be met by the development of Single Room Occupancy (SRO) type beds, while homeless family needs will be met by transitional housing shelters.

1. Fullerton Interfaith Emergency Services (FIES) -- Lodging Vouchers One- to two-night emergency (hotel) vouchers are available to individuals or families who, for a variety of reasons, are in need of temporary shelter. The value of the voucher is $20 to $25, depending on which hotel is used. FIES also provides food baskets and coupons redeemable at local supermarkets. Recipients of lodging

vouchers under the program average 25 families per month. Overall, including food vouchers, FIES provides assistance to over 2,500 families per year. Funding comes from a coalition of North Orange County Religious Organizations. "After hours" vouchers and telephone service are handled by the Fullerton Police Department. The City provides rent-free space to this organization. In 1987, FIES assisted 680 homeless people.

2. Salvation Army Welfare Extension Administered by FIES, this program distributes $800 per month to assist homeless or needy Fullerton residents. A maximum one-time $35 per family grant is available. The $35 may be used for housing, gasoline to get to work, food or other emergency items. This program assists approximately 25 people per month.

3. Federal Emergency Management Agency Funds Another FIES administered program distributes approximately $25,000 on average per year of Federal Emergency Management Agency Funds for assisting the homeless and preventing people from becoming homeless. Approximately one half of each yearly allocation ($12,500) is used for rent/mortgage assistance, while the other half ($12,500) is used for emergency lodging, assisting people with move-in rents, and/or meeting security deposit requirements. This program, on average, helps 500 people per year.

4. New Vista Shelter Another FIES program, the New Vista Shelter is Fullerton's only long-term shelter available for homeless families. Opened in September, 1986, the New Vista Shelter allows a maximum eight week rent-free stay for those families who pledge to save 80 percent of their income for eventual independence from the program. The shelter has room for 28 beds. Funding has come from Federal, State and private monies. The City has participated by passing through over $26,000 of Federal Community Development Block Grant (CDBG) rehabilitation monies to assist in the renovation of the homes used for the shelter as well as to establish a job training program.

5. United Way Special Client Concern Funds (Combined with Orange County Register Award and FISH of Fullerton funds). Administered by FIES, the United Way Special Client Concern Fund allocates approximately $4,000 per year to needy Fullerton residents. About 50 percent ($2,000) is used solely for emergency lodging. The other $2,000 is used for prescriptions, transportation assistance, car repairs, utility assistance and other related assistance needs.

6. Western Youth Services - Odyssey Program This program provides food and shelter for up to eight troubled or runaway youths. The average stay is less than one week. The program assists youths in returning to their families through counseling and transportation assistance.

7. Women's Transitional Living Center The Women's Transitional Living Center (the largest shelter of its type in California) is for women and children who are victims of domestic violence. The Center has a 52-bed capacity and the maximum stay is 45 days. The vast majority of women who are assisted by the Center can be classified as "Transitional Homeless" in that most are ill-prepared financially and emotionally to secure permanent housing after hurriedly leaving violent domestic situations.

8. Emergency Shelters and Additional Transitional Housing Short-term emergency shelter during periods of inclement weather has been provided by the State at the 125-bed National Guard Armory in Fullerton. Food and bedding is provided by volunteer organizations. The Interfaith Shelter Network (ISN) also provides

"seasonal" assistance in the Fullerton area of approximately 12 beds for homeless adults in local congregations. The City of Fullerton has provided $5,000 of CDBG funds to assist in the administration of the ISN. Although the City approved a facility for homeless, mentally ill and women, the shelter provider was unable to open the facility for financial reasons. Other emergency shelter sites may be found at the YMCA and the local colleges. Transitional housing, on the model of the New Vista Shelter, is possible in any of the multiple-family zoned properties in the City. This could be in the form of new construction on vacant land or adaptive reuse of existing structures.

4.3.5 Special Housing Needs of Large Families

Large households are defined as households with five or more persons. They not only require larger dwellings with more bedrooms to meet their housing needs, but also make up a large percentage of persons that live below the poverty level. Difficulties in securing housing large enough to accommodate all members of a household are heightened for renters, because rental units are typically smaller than single-family units.

Table H-23 shows that 5,372 households in the City of Fullerton had five or more persons in 1990. Of the large households, 2,460 occupied rental units, representing 13.4% of all renter households. As would be expected, slightly more—2,805 large households— are in owner occupied dwelling units.

TABLE H-23
LARGE HOUSEHOLDS BY TENURE

Number of Persons in Household	Owner Occupied	%	Renter Occupied	%	Total	%
Five	1,635	58.3	1,121	45.6	2,756	52.3
Six	609	21.7	611	24.8	1,220	23.2
Seven or More	561	20.0	728	29.6	1,289	24.5
TOTAL	**2,805**	**100**	**2,460**	**100**	**5,372**	**100**

Source: U.S. Bureau of the Census, 1990.

Large families make-up 19% of Very Low-Income renter households. In addition, 53% of Very Low-Income large family renter households had an extreme housing cost burden (more than 50% of income for housing cost), compared to other large family renter households (22%) and all renter households with extreme cost burden in general (22%). Large family renter households comprised 14% of Low-Income renter households overpaying for shelter.

Households with five or more members (5,372) comprised 13.1% of all households in the city. Comparatively, 56%, or 24,176 of Fullerton's total units, had five or more rooms. While the City seemingly has an ample supply of large dwelling units, a trend towards smaller units in new construction over the years, combined with housing costs that continue to outpace wage increases, has resulted in some large families living in overcrowded conditions. Large units are typically higher-cost units and therefore are less attainable by Low-Income large families. Large households may also encounter difficulties when landlords place restrictions on the number of persons allowed per room. Low-Income large families also experience a greater incidence of overcrowding than the community as a whole. Seventy-two percent of the Low-Income large family households were considered overcrowded according to the 1990 census as opposed to only 18% of total Low-Income households in Fullerton.

5 HOUSING CONSTRAINTS

The Housing Element identifies and analyzes the governmental and non-governmental factors which negatively impact housing improvement or development in a community. Governmental constraints to housing improvement and development may include zoning/land use regulations, building codes, fees and exactions and processing procedures. Non-governmental constraints generally include land costs and the availability of private financing.

5.1 Governmental Constraints

The provision of affordable housing in the City has historically been almost exclusively a function of the private sector. The creation of the Fullerton Redevelopment Agency, however, has served as a vehicle for the City to become more active in the area of affordable housing.

Actions by the City with an impact on the affordability of homes take place in two broad areas. First, the City has traditionally exercised authority in the area of land use controls, site improvement requirements, building codes, fees and other regulatory programs. Secondly, by acting through the Redevelopment Agency, the City has the ability to use set-aside funds to expand and improve the supply of Low- and Moderate-Income housing.

Governmental constraints include policies, development regulations and standards, or other actions imposed by the various levels of government on development. The following factors are within the control of the City of Fullerton: land use controls, building codes, development fees, and processing procedures.

5.1.1 Land Use Controls

Every City must have a General Plan which establishes policy guidelines for all development within the City and its sphere of influence. The General Plan is the foundation of all land use controls in a jurisdiction. The Land Use Element identifies the location, distribution and density of land uses in the City. In implementing the General Plan, the City utilizes a number of planning tools including specific plans, zoning regulations, and the Subdivision Ordinance. The Zoning Ordinance (Municipal Code Title 15), which must be consistent with the General Plan, establishes more specific development standards, allowable uses, and limitations.

The City's General Plan, Zoning Code, and State-regulated land use requirements all constrain housing development in terms of limiting density and increasing holding costs while proposals are processed and approved. However, these costs are not considered unreasonable, because they serve to protect the City's general welfare and sustain its character. By limiting density in some areas, for example, the City is able to provide adequate infrastructure and services to those areas. In addition, the City has adequate residentially-zoned land to accommodate its future housing needs.

The Land Use Element of the General Plan establishes the maximum amount of housing per acre that can be developed for any given residentially designated area. This is the "density" of a permitted development, expressed as dwelling units per acre. Density is a critical factor in the development of affordable housing. Higher density improves housing affordability, because it lowers the per unit land cost (although the land cost per acre may be higher than for lower density uses) and facilitates efficient construction. More intense residential development can be achieved in Fullerton

through a number of mechanisms, including clustering of residential development as promoted by the Greenbelt Concept, density bonuses and mixed-use development.

Clustering of housing can produce higher densities on a portion of land, while retaining the overall density assignment of the entire property. This method is effective when portions of property not utilized for residential development can be developed with compatible uses, such as parks, open space, schools, or public facilities. In the case of mixed-use development, residential uses may be clustered with office, commercial, retail, hotel, business park or public facilities for higher density uses in proximity to employment and transit opportunities, as in the Downtown.

5.1.2 Building Code Requirements

The City has adapted the Uniform Building Code (with slight modifications) as its minimum standard for construction. State law prohibits cities from adopting building code standards less restrictive than the Uniform Building Code. These standards are in place to protect the public health, safety, and welfare and are well accepted by jurisdictions throughout the state.

The City enforces the provisions of the adopted Building Code for new construction through the plan check review process. Building Code enforcement for existing structures is done on a reactive basis, in response to complaints.

5.1.3 Fees and Exactions

Fees and exactions increase the cost of housing, because they are usually passed through to the consumer. However, studies conducted by the Fullerton Development Services Department indicate that even at their present level, the fees charged do not cover all the administrative costs necessary for review of plans and inspections. In addition, a recent survey by the Building Industry Association shows that Fullerton is near the median level of fees exacted by Orange County cities.

5.1.4 Processing Procedures

Holding costs associated with delays in processing have been estimated to add between 1.1 to 1.8 percent to the cost of a dwelling unit for each month of delay. In Fullerton's case, processing times are relatively short. Once formally submitted by the applicant, the City averages between 45 to 60 days for a decision to change the zone classification, and about the same amount of time for an approval of a subdivision permit.. A change to the General Plan may take longer, since State law only allows a jurisdiction to amend its Land Use Element four times a year. The City has modified its procedures for site plan and architectural review in order to simplify and streamline development approval procedures.

5.2 Non-Governmental Constraints

Non-governmental components of the housing market place which can constrain the maintenance, improvement and development of housing include land and construction costs, as well as the availability of land and financing. These components affect the final sales price or rents charged.

5.2.1 Construction Costs

One of the largest costs associated with constructing a new living unit is the cost of building materials, comprising approximately 27 percent of the price of a home. In addition to the cost of materials, other factors such as labor have an impact on overall construction costs. Construction costs in California have risen significantly over the past decade. Recent survey information estimates that construction costs in north Orange County are approximately $103.00 to $120.00 per square foot for an average 2,500 to 3,000 square foot home. Costs per square foot for new condominium and for-sale multiple-family units range from $98.00 to $148.00. These costs reflect all costs incurred in the development of the housing units, including the price of land, labor, development fees and exactions, and materials.

The type of product largely determines the cost of construction. A reduction in amenities and quality of building materials in new homes (still above the minimum acceptability for health, safety and adequate performance) may result in lower sales prices. However, this tactic may not result in a significant price reduction in the new home market.

Labor is also a significant expense in the construction of a house. Labor costs in Southern California generally average $23.00 per hour for a Carpenter/Journeyman.

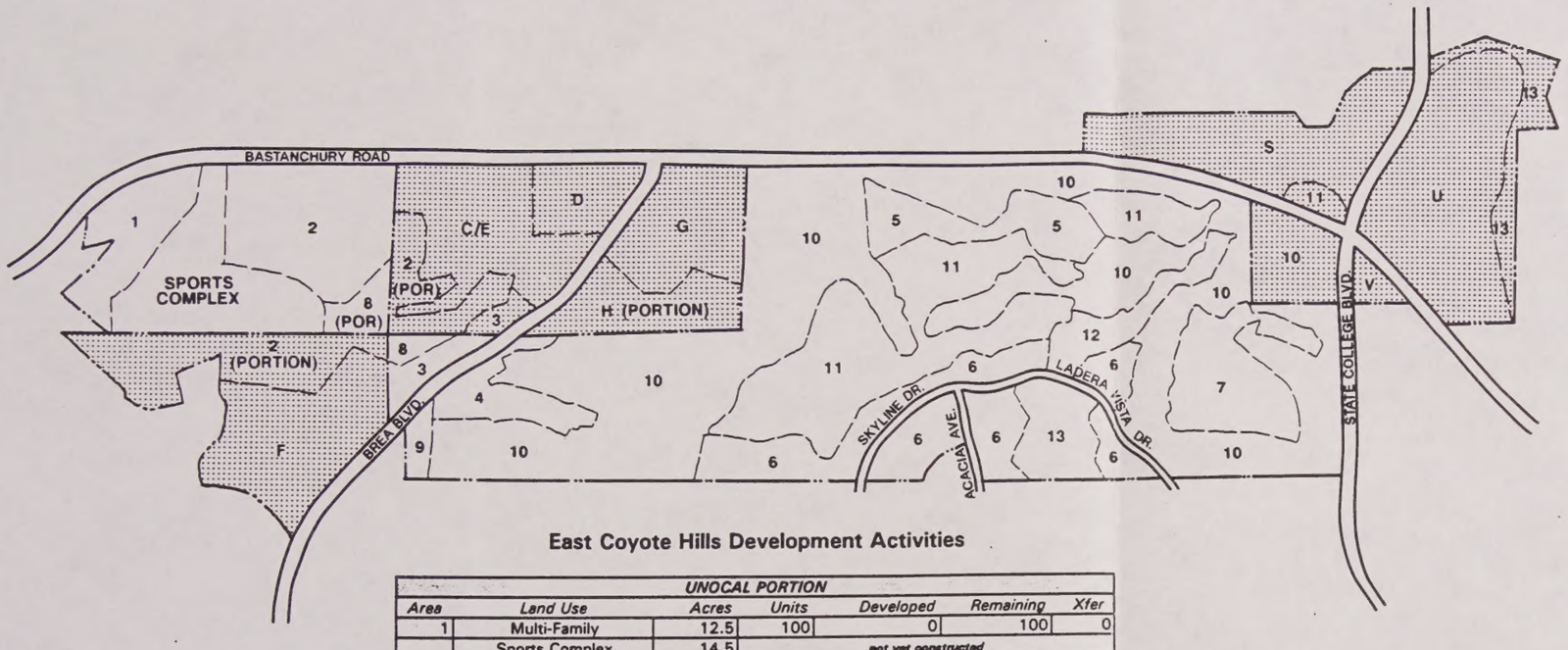
Land costs include the costs of raw land, site improvements, and all costs associated with obtaining government approvals. The supply of undeveloped land has become a constraining factor in the City, since the majority of land is developed. While it appears that increasing density would lower the cost of land per unit, the free market system tends to compensate for the additional potential value of multiple units and associated factors such as availability of infrastructure, proximity to transportation routes and services, etc., thereby causing the price of land designated for higher density uses to be higher than lower density land.

5.2.2 Financing

Interest rates have a great impact on housing construction. Typically, when interest rates are low, the majority of the housing demand is focused on single-family homes. When interest rates are high for any length of time, the housing construction market shifts over to the construction of multiple-family rental housing, as monthly payments on single-family homes may reach levels which exceed the majority of potential home buyer's capability. Variable interest rate mortgages on affordable homes may increase to the point of interest rates exceeding the cost of living adjustments, which is a constraint on affordability.

Lending rates for developers are generally 2 to 2.5 percentage points higher than the prime interest rate, and have hovered around five to seven percent throughout 1993. The building industry notes that financing for residential development is difficult to obtain from the banking industry at this time, regardless of the interest rate. The availability of financing for developers may pose a constraint on development outside of the City's control.

The recent economic recession, coupled with declining land and property values generally, has resulted in investment dollars going to non-real estate ventures. Moreover, the savings and loan shakeout of the last several years has had a negative impact on financing availability. There are signs that this pattern may be changing as the economy begins to turn around, but it is impossible to predict at what point financing will no longer be a constraint on housing.



East Coyote Hills Development Activities

UNOCAL PORTION						
Area	*Land Use*	*Acres*	*Units*	*Developed*	*Remaining*	*Xfer*
1	Multi-Family	12.5	100	0	100	0
	Sports Complex	14.5	*not yet constructed*			
2	Multi-Family	24.4	390	0	390	0
3	Single-Family	3.7	12	0	12	0
4	Duplex	10.6	60	0	60	0
5	Multi-Family	14.4	174	0	174	0
6	Custom Single Family	36.6	45	0	45	0
7	Duplex	18.6	102	0	102	0
8	Open Space	15.6	*not yet completed (flowage easement)*			
9	Little League Ball Field	4	*basically completed**			
10	Golf Course	170.2	*not yet completed*			
11	Open Space	49.9	*habitat conservation*			
12	Panorama Park	8	*mostly habitat conservation*			
13	Open Space	11.7	*habitat conservation*			
	SUBTOTAL	**394.7**	**883**		**883**	

NON-UNOCAL PORTION						
Area	*Land Use*	*Acres*	*Units*	*Developed*	*Remaining*	*Xfer*
C/E	Lifecare Facility**	28	247	247**		
3	Trail West Park	1	*basically completed**			
D	Commercial	8	*basically completed**			
G/H	Cluster Residential	32	236	192 approved	192	44
10	Vista Park	11	*completed*			
V	Office	3	*completed*			
S	Single-Family	33	112		112	
11	View Park	2	*not yet completed,*			
U	Single-Family	38.9	241	146 approved	146	95
13	Open Space	8.1	*not yet completed*			
F	Single-Family	31.3	128	111	17	
2	Open Space	27	*not yet completed (flowage easement)*			
	SUBTOTAL	223.3	964	358	467	139

Area	*Land Use*	*Acres*	*Units*	*Developed*	*Remaining*	*Xfer*
TOTAL		**618.0**	**1847**	**358**	**1350**	**139**

**Essential improvements and facilities in place. Additional minor improvements are anticipated.*

***Lifecare facility consists of 248 senior apartments, 90 suites, and 162 assisted-care beds.*

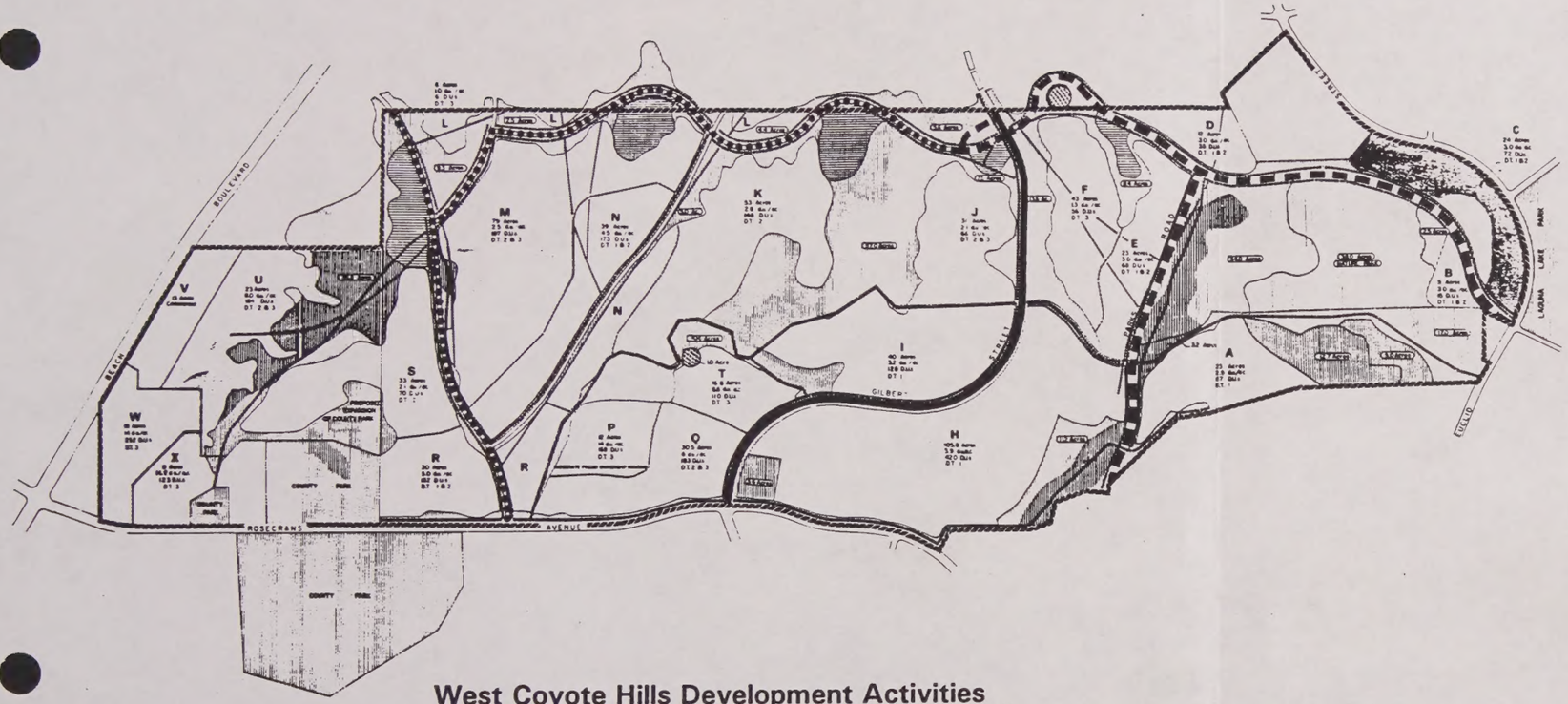
EAST COYOTE HILLS SPECIFIC PLAN

10 — Unocal Property with Planning Areas

U — Non-Unocal Property with Planning Areas

THE PLANNING CENTER

CITY OF FULLERTON



West Coyote Hills Development Activities

Area	Land Use	Acres	Units	Developed	Remaining	Xfer
A	Single-Family	23	66	66		
B	Single-Family	5	15		15	
C	Single-Family	24	72		72	
D	Single-Family	12	35		35	
E	Single-Family	23	68		68	
F	Single-Family	43	56		56	
G	Open Space					
H	Single-Family	105.8	420	398	3*	19
I	Single-Family	40	128	128		
J	Single-Family	27	66		66	
K	Single-Family	53	148		148	
L	Single-Family	6	6		6	
M	Single-Family	79	197		197	
N	Single-Family	39	173		173	
P	Multi-Family	12	168	152		16
Q	Multi-Family	30.5	183	139		44
R	Multi-Family	30	152		152	
S	Multi-Family	33	70		70	
T	Multi-Family	16.6	110	79	31*	
U	Multi-Family	23	184		184	
W	Multi-Family	18	252	252		
X	Multi-Family	11	123	105		18
	TOTAL	*653.9*	*2692*	*1319*	*1276*	*97*

**units withheld pending McColl waste site mitigation*

COYOTE HILLS WEST MASTER SPECIFIC PLAN

- PLANNING BOUNDARY
- PRIMARY STREET
- COLLECTOR STREET
- SCENIC ROAD
- SCENIC CORRIDOR
- BIKEWAY
- EQUESTRIAN TRAIL
- BIKEWAY & EQUESTRIAN TRAIL
- MAP AREA BOUNDARY

- COMMUNITY OPEN SPACE
- KEY VISTA PARKS
- RESERVOIR SITE
- SCHOOL PARK
- STEEP SLOPE & UNSTABLE SOIL AREA
- FAULT LINE

D.U.s DWELLING UNITS

D.T. DEVELOPMENT TYPE

THE PLANNING CENTER

CITY OF FULLERTON

5.2.3 Profit, Marketing and Overhead

Because the development of residential units is a business, developers are expected to seek the greatest return for their investment. As with most businesses, a constraining factor in the area of profitability continues to be the market place where developers sell their products. To a great extent, the market place sets the upper end of profit margins, with overhead costs for construction constituting the lower parameter of profit.

5.2.4 Energy Conservation

Another factor influencing affordability in residential development is energy costs. Title 24 of the State Administration Code addresses this issue by requiring energy use limitations for various residential building types. The Building Division of the City's Development Services Department implements the provisions of Title 24. Other opportunities for energy conservation which the City has pursued include retention of mature trees where new development takes place, as well as considering solar orientation in site plan review. In addition, the City has cooperated with Southern California Edison in promoting its Low-Income housing insulation program.

5.3 Removal of Governmental Constraints

Several improvements have been made to city housing, land use and building codes to promote housing. These modifications allow more flexibility in terms of minor changes in density and building adaptation to encourage affordable housing. Also, these codes and ordinances have been modified from time to time to incorporate changes in State law. Local financing mechanisms have been broadened to assist affordable housing development through the use of Orange County revenue bonds and other mechanisms which occur as a result of cooperation between levels of government.

Developers of residential sites are required to install normal urban public improvements (streets, curbs, gutters, sidewalks and street lights). To some extent this is a burden on builders of affordable housing and is a governmental constraint. The City is constantly seeking to remove delay and cost for all developers through the ongoing implementation of a one-stop servicing area and faster processing of development approvals. This has been accomplished through discretionary action granted to City staff to review and approve minor site plans. These actions reduce the time necessary to obtain approvals, thereby reducing holding financial costs associated with development. A complete description of these efforts is contained in the analysis of the past Housing Element.

A number of state, federal and local (Redevelopment Agency) programs provide financial assistance, loan assistance, and/or density increases for a residential development if a certain number of units are made available to Low- and Moderate-Income households. The objective of the Redevelopment Agency is to make sure that these subsidized units are available for the longest time possible and that units constructed under these programs will continue to serve the individuals and families for which they were intended.

6 GOALS, POLICIES AND PROGRAMS

Goals and policies aimed at providing a broad range of housing for all sectors of Fullerton's population through public and private investment comprise the Housing Element. Housing goals address factors such as cost, equal opportunity, density and location.

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized goals, policies and programs text represent changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

Overall Approach

Goal H-1: *A housing stock of sufficient quantity, composed of a variety and range of housing types and costs, that enable those citizens who work in Fullerton the opportunity to live here if they choose.*

Housing Type and Mix

Policy H-1.1 Encourage the development of a variety of housing types and costs, for both owners and renters, whereby the widest economic range of housing choice is available.

Purpose:

1. Increase the flexibility of residential development standards and housing codes.
2. Provide a sufficient number of apartment and ownership units to meet market demand.
3. Encourage apartment development through a general discouragement of rent control ordinances or restrictions.

Programs:

a. Adjustment of land use and/or zoning designations as needed to facilitate housing development provided that its results will be compatible with neighboring properties.

b. Periodic review and adoption of revisions to the residential building code and development requirements to reduce processing time.

c. Permitting both factory-built and on-site built housing for new residential development.

d. Implementation of specific plans which indicate housing types and densities for remaining large areas of undeveloped lands.

e. Allow conversion of non-residential properties to residential uses provided that its result will be compatible with neighboring properties.

f. Support the use of Multiple-family Mortgage Revenue Bonds.

g. Encourage innovative and non-traditional housing solutions to meet the needs of the community, including Single Room Occupancy (SRO) hotels.

h. Mandatory site plan review of multiple family and mobile home park developments.

I. Continue to implement second dwelling unit ordinance.

j. Continue to implement density bonus ordinance.

k. Continue to secure Redevelopment Agency funds to assist in construction of housing in cooperation with for- and non-profit developers.

Housing Safety

Goal H-2: *A housing stock that is conserved in a sound, safe and sanitary condition.*

Policy H-2.1 Encourage the replacement of housing unfit for human habitation and the rehabilitation of dwellings which are in need of minor or major repair.

Rehabilitation and Replacement

See also the following Chapter:
• Community Health and Safety

Purpose:

1. Decrease the number of residential units in the City that are overcrowded and/or are in need of replacement or rehabilitation.

Programs:

a. Tool bank operation available to all Low-Income households.

b. Relocation assistance to complement rehabilitation operations.

c. Assistance in the replacement of substandard units with sound, move-on housing, through such means as inventorying sub-standard units.

d. Encouragement and assistance in moving and preserving rehabilitable housing when private developers or public agencies request new land uses.

e. Utilize deferred and low-interest CDBG loans for rehabilitation, as well as CDBG funds in concert with City General, Redevelopment and Gas Tax funds to maintain necessary public facilities and improvements to support existing housing development.

f. Maintain a code enforcement program to ensure building safety and integrity of residential neighborhoods.

g. Referral to CDBG loan programs during code enforcement activities, where appropriate.

h. Continue to use, where appropriate, HOME funds for rehabilitation activities.

Policy H-2.2 Encourage the conservation of the existing sound housing.

Conservation of Existing Housing

See also the following Chapters:
- *Land Use*
- *Community Health and Safety*
- *Resource Management*

Purpose:

1. Protect and retain the established character and identity of neighborhoods.
2. Prevent excessive and incompatible development and nuisances in established residential neighborhoods.

Programs:

a. Retention of residential neighborhoods by assuring that zoning and general plan land use designations are compatible with existing uses.

b. Systematic enforcement of zoning, building and other health related codes.

c. Zoning adjustments, as appropriate, of residential blocks currently designated for higher densities.

d. Application of Historic Building Survey results and Landmarks Ordinance, as appropriate.

e. Periodically update the Historic Resources Survey based on State survey standards and guidelines.

f. Regulation of the conversion of apartments to condominiums or cooperatives.

g. Implementation of Anti-Graffiti Program and anti-litter programs.

h. Incentive programs to encourage housing rehabilitation.

i. Identify and develop strategies to preserve specific neighborhoods and areas such as rural-designation neighborhoods, when requested.

Special Housing Needs

Goal H-3: *Housing throughout the City, suitable and conveniently located for households having special needs, such as the elderly, students, the homeless and those of Very Low and Low Income.*

Policy H-3.1 Assistance, where possible, in the development of housing accessible to and usable by elderly and/or disabled persons.

Elderly and Disabled Persons

Purpose:

1. Increase the number of residential units in the City that could provide housing for elderly and/or disabled households.

Programs:

a. Utilization of CDBG monies to make existing dwellings able to accommodate the elderly and disabled.

b. Encouragement of shared-housing opportunities.

c. Utilization of the Section 8 Rental Housing Assistance Program.

d. Continue to implement a 20 percent Redevelopment Set-Aside program for provision of housing.

e. Use of HOME funds, where appropriate, for rehabilitation of rental and ownership housing affordable to very Low- and Low-Income households.

Policy H-3.2 Encourage student residential arrangements which will reduce the conflict between student and non-student populations.

Student Housing

Purpose:

1. Decrease the conflict between student and non-student housing.

Programs:

a. Discretionary review of sites for fraternity and sorority houses and other student housing.

b. Coordination between institutions of higher education and the City with regard to student housing.

Policy H-3.3 Encourage the use, maintenance and rehabilitation of existing sound housing affordable to Low- and Very Low-Income households.

Lower Income: Existing Housing

Purpose:

1. Increase through rehabilitation the number of residential units in the City that provide housing for Very Low and Low-Income households.

2. Provide opportunities for Low- and Moderate-Income first-time home buyers.

Programs:

a. Deferred and low-interest CDBG loans and grants on a Citywide basis.

b. Tool bank operation available to all Low-Income households in Fullerton.

c. Review of the building permit process, building requirements and related fees with the aim of encouraging development and rehabilitation.

d. Utilization of surplus City property for affordable housing.

e. Implement a first time home-buyer's program.

Policy H-3.4 Encourage the development of new housing through public and private efforts for Low- and Very Low-Income households.

Lower Income: New Construction

Purpose:

1. Increase the flexibility of residential development standards and housing codes.

2. Increase through public and private efforts the numbers of residential units in the City that are oriented toward Low- and Very Low-Income households.

Programs:

a. Encouragement and assistance to developers in finding innovative, economic solutions to on-site requirements.

b. Establishment of incentives to encourage developers to provide lower cost housing, such as a density bonus program.

c. Continue to implement a 20 percent Redevelopment Set-Aside Program for provision of housing.

d. Assist developers in applying for Federal and State housing programs including the Low-Income Housing Tax Credit Program.

e. Explore the possibility of using CDBG funds and 20 percent Redevelopment Set-Aside funds for land acquisition, write downs, and public facility improvement.

f. Use of HOME funds where appropriate for new construction and tenant-based rental assistance.

Policy H-3.5 Address the short-term and long-term housing needs of those who are homeless.

The Homeless Population

Purpose:

1. Provide opportunities for permanent low cost housing.

2. Provide opportunities for and support efforts to provide transitional housing.

3. Provide opportunities for and support efforts to provide emergency housing.

Programs:

a. Implementation of the Single Room Occupancy Hotel Ordinance.

b. Continue to develop and implement zoning regulations which recognize the special needs of transitional and emergency housing.

c. Support efforts to provide transitional and emergency housing, including use of the National Guard Armory and participation in the Orange County Homeless Issues Task Force and the Interfaith Shelter Network Program.

Equal Opportunity

Goal H-4: *Equal opportunity and accessibility in housing choice for all people regardless of race, creed, sex, age, marital status, national origin, or ethnic group affiliation.*

Housing Accessbility

Policy H-4.1 Assist in the enforcement of all government provisions requiring an equal opportunity for all residents regardless of age, sex, creed, national origin, or ethnic group.

Purpose:

1. Resolve and reduce housing-related complaints based on discrimination.
2. Increase housing opportunities for all people.

Programs:

a. Continuation in the participation of fair housing opportunities and in activities to resolve housing-related complaints based on discrimination.

b. Educational activities which increase awareness to both tenants and owners of their rights and obligations.

Housing Program Implementation

Goal H-5: *An ongoing City commitment to address housing issues and implement housing programs.*

Housing Program Implementation

Policy H-5.1 Actively facilitate the development, conservation and rehabilitation of Low-Income housing consistent with City wide housing needs and adopted plans and programs.

Purpose:

1. Ensure that housing programs designed to achieve quantified objectives of the Housing Element are implemented.

Programs:

a. Devote staff resources toward monitoring housing issues and needs, legislative requirements and federal, state and local housing assistance programs.

b. Establish priorities for housing program implementation.

c. Establish commitment to implement prioritized housing programs.

d. Use of the Affordable Housing Review Committee.

e. Continue the Notice of Funding Availability process (NOFA) for the HOME and 20% Redevelopment Set-aside programs.

Policy H-5.2 Establish methods to receive ideas or requests for needed housing programs.

Community Participation

Purpose:

1. Increase awareness and dialogue of local housing issues and potential resolutions to housing-related problems.

Programs:

a. Citizen participation in Community Development Block Grant (CDBG) budget review.

b. Availability of housing related publications normally produced by the City and those of other public agencies as available.

c. Develop a community education program regarding affordable housing.

Housing Programs and Status

The following is a summary of the City's housing programs.

TABLE H-24
SUMMARY AND STATUS OF HOUSING PROGRAMS

	Sources of Funding	Responsible Agency	Time Frame
GOAL 1 A housing stock of sufficient quantity, composed of a variety and range of housing types and costs, that enable those citizens who work in Fullerton the opportunity to live here if they choose.			
1. Land Use/Zoning Adjustments as needed where compatible	General Fund	City of Fullerton Development Services Department	Ongoing
2. Building Code Review and Revision	General Fund	City of Fullerton Development Services Department	Ongoing
3. Permitting both factory-built & on-site housing	General Fund	City of Fullerton Development Services Department	Ongoing
4. Implementation of Master/Specific Plans (E. & W. Coyote Hills and Unocal Imperial)	General Fund	City of Fullerton Development Services Department	Ongoing
5. Replacement of Substandard Units with Move-On Units	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
6. Conversion of Nonresidential Properties to Residential	General Fund	City of Fullerton Development Services Department	Ongoing
7. Support of the use of Multiple-family Mortgage Revenue Bonds	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
8. Density Bonus Incentive Program	General Fund	City of Fullerton Development Services Department	Ongoing
9. Innovative and Non-traditional Housing, including SRO Developments	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
10. Second Dwelling Units	General Fund	City of Fullerton Development Services Department	Ongoing
11. Site Plan Review of Mobile home Parks	General Fund	City of Fullerton Development Services Department	Ongoing
GOAL 2 A housing stock that is conserved in a sound, safe and sanitary condition.			
1. Housing Rehabilitation Assistance	CDBG Funds	City of Fullerton Development Services Department	Ongoing
2. Tool Bank Operation	CDBG Funds	City of Fullerton Development Services Department	Ongoing
3. Relocation Assistance Complementing Rehabilitation Efforts	CDBG Funds, Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
4. Replacement of substandard units with sound, move-on housing	CDBG Funds, Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing

TABLE H-24 SUMMARY AND STATUS OF HOUSING PROGRAMS			
	Sources of Funding	**Responsible Agency**	**Time Frame**
5. Retention of Existing Residential Areas by Assuring General Plan/ Zoning Consistency with Existing Uses	General Fund	City of Fullerton Development Services Department	Ongoing
6. Zoning Adjustment, as appropriate, for areas currently planned for higher densities	General Fund	City of Fullerton Development Services Department	Ongoing
7. Application of Historic Building Survey and Ordinance/Survey Update	General Fund	City of Fullerton Development Services Department	Ongoing
8. Comprehensive General Plan/Zoning Consistency Program	General Fund	City of Fullerton Development Services Department	Ongoing
9. Systematic Code Enforcement	General Fund CDBG Funds	City of Fullerton Development Services Department	Ongoing
10. Anti-Graffiti Program	CDBG Funds	City of Fullerton Development Services Department	Ongoing
11. Public Facilities and Improvements	CDBG Funds, Redevelopment Agency 20% Set-Aside Funds Gas Tax Funds	City of Fullerton Development Services Department and Redevelopment Agency	Ongoing
12. Condominium Conversion Ordinance	General Fund	City of Fullerton Development Services Department	Ongoing
13. Neighborhood preservation Strategies	General Fund	City of Fullerton Development Services Department	Ongoing
14. Housing Rehabilitation Incentive Programs	CDBG Funds, Redevelopment Agency 20% Set-Aside Funds HOME Funds	City of Fullerton Development Services Department	Ongoing
15. Encourage moving & preserving housing when private developers or public agencies request new land uses	General Fund	City of Fullerton Development Services Department	Ongoing
GOAL 3 Housing through the City which is suitable and conveniently located for households having specific needs, such as the elderly, students the homeless and those of Very Low and Low Income.			
1. CDBG Funds for retrofitting existing units to accommodate elderly and handicapped	CDBG Funds	Development Services Department	Ongoing
2. Encourage shared-housing opportunities	CDBG Funds	City of Fullerton Volunteer Center of North Orange County	Ongoing
3. Use of Surplus City Property for Privately Developed low-cost housing	CDBG Funds, Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services/ Engineering & Community Development Departments	Ongoing
4. Section 8 Rental Housing Assistance Program	U.S. Department of Housing & Urban Dev. (HUD)	Orange County Housing Authority	Ongoing
5. Discretionary Approval of Fraternity housing or other student housing	General Fund	City of Fullerton Development Services Department	Ongoing

TABLE H-24
SUMMARY AND STATUS OF HOUSING PROGRAMS

	Sources of Funding	Responsible Agency	Time Frame
6. Coordination Between City and Higher Educational Institutions	General Fund	City of Fullerton Development Services Department	Ongoing
7. CDBG rehabilitation loans on a city-wide basis	CDBG Funds	City of Fullerton Development Services Department	Ongoing
8. Tool Bank Operation	CDBG Funds	City of Fullerton Development Services Department	Ongoing
9. Review of Building Permit process, requirements and fees to encourage housing rehabilitation	General Fund	City of Fullerton Development Services Department	Ongoing
10. Encourage and assist developers in finding innovative, economic solutions to on-site requirements	General Fund	City of Fullerton Development Services Department	Ongoing
11. Establish incentives encouraging developers to provide lower cost housing[1]	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
12. Implement 20% Redevelopment Set-Aside Program for Provision of Housing	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Redevelopment Agency	1993-97
13. Pursue availability of HOME Funds for rehabilitation of rental and ownership housing.	HUD/Redevelopment Agency Match	City of Fullerton Redevelopment Agency	1994-96
14. Pursue availability and acquisition of HOME Funds for new construction and tenant based rental assistance	HUD Funds/redevelopment Agency Match	City of Fullerton Redevelopment Agency	1995-96
15. Assist Developers in Applying for State and Federal Funds	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
16. CDBG Funds and 20% Redevelopment Set-Aside funds for land acquisition, write downs and public facility improvements	CDBG Funds Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department, Redevelopment Agency and Engineering Department	1994-96
17. Implementation of SRO Ordinance	Redevelopment Agency 20% Set-Aside Funds	Development Services Department	Ongoing
18. Zoning regulations which permit transitional and emergency housing	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
19. Participation in Orange County Homeless Issues Task Force and support efforts to provide transitional and emergency housing	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
GOAL 4 Equal opportunity and accessibility in housing choice for all people regardless of race, creed, sex, age, marital status, national origin, or ethnic group affiliation.			
1. Participation in fair housing opportunities and activities to resolve housing-related complaints based on discrimination	CDBG Funds	Orange County Fair Housing Council	Ongoing
2. Educational activities for tenants and owners of their rights and obligations	CDBG Funds	Orange County Fair Housing Council	Ongoing

TABLE H-24 SUMMARY AND STATUS OF HOUSING PROGRAMS			
	Sources of Funding	**Responsible Agency**	**Time Frame**
GOAL 5 Ongoing commitment and action to address housing issues and to implement.			
1. Citizen participation in review of CDBG budget	CDBG Funds	City of Fullerton Development Services Department	Ongoing
2. Provision of housing-related publications	CDBG Funds	City of Fullerton Development Services Department	Ongoing
3. Staff Monitoring of the progress and status of housing programs and State and Federal housing programs	CDBG Funds Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing
4. Develop administrative mechanism to implement the Affordable Housing Implementation Plan	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Redevelopment Agency	1994
5. Assist formation of a local non-profit housing corporations	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department and Redevelopment Agency	1995-96
6. Prioritize housing programs	Redevelopment Agency 20% Set-Aside Funds	City of Fullerton Development Services Department	Ongoing

7 HOUSING ASSISTANCE STRATEGY PLANS AND PROGRAM IMPLEMENTATION

Two housing assistance strategy/Housing Element implementation documents have been prepared since the adoption of the 1989 Housing Element. These strategic plans—the Comprehensive Housing Affordability Strategy (CHAS) and the Housing Assistance Plan—are summarized below.

7.1 Comprehensive Housing Affordability Strategy

The Comprehensive Housing Affordability Strategy, (CHAS), prepared pursuant to Federal Mandate, was initially adopted by the City on March 17, 1992. Much like the Housing Element, the CHAS presents an assessment of Fullerton's existing housing supply, demand and corresponding need and the City's strategies for addressing that need. The current CHAS five year strategy, encompassing the five year period from January 1992 to January 1997, corresponds closely to the extended RHNA period. The 1994 CHAS update outlines a one year plan for addressing housing needs, and the City's progress in previous years is reviewed.

The CHAS establishes Fullerton's priorities for providing housing assistance, as indicated in Table H-26. While the indicated programs have already been implemented, some programs will require further funding sources. A variety of agencies are responsible for implementing the programs, including the City's Development Services Department and Redevelopment Agency, the City's Community Development Block Grant Committee, the Orange County Housing Authority, the County of Orange, and HUD, as well as numerous non-profit housing organizations including the Orange County Affordable Housing Clearinghouse.

TABLE H-25 HOUSING ASSISTANCE PROGRAM PRIORITY - 5 YEAR PLAN		
Need Group	**Program Type**	**Location/Activities**
Households Living in Substandard Housing Conditions	Low interest rehabilitation loans and grants Relocation assistance with reimbursement from landlord, and legal action (if necessary) Acquisition of existing units to make them affordable Developer incentives for low cost housing	Citywide, with concentration in central downtown. Includes purchase of existing units with moderate and substantial rehabilitation, and developer incentives for new construction.
Households Living in Overcrowded Conditions	Low interest rehabilitation loans and grants Relocation Assistance Acquisition and/or subsidy of existing units to make them affordable Developer incentives for low cost housing	Citywide, with concentration in central downtown. Includes purchase or subsidy of existing units, moderate or substantial rehabilitation, and developer incentives for new construction.
Households Overpaying for Shelter	Section 8 rental assistance Acquisition of existing units to make them affordable Developer incentives for low cost housing Rehabilitation grants and loans Relocation Assistance	Citywide. Includes purchase or subsidy of existing units, moderate or substantial rehabilitation, developer incentives for new construction.
Homeless Persons	Financial support of various shelters and assistance programs Section 8 Rental Assistance Developer Incentives Rehabilitation Grants/Loans Relocation Assistance	Citywide. Includes various programs to prevent homelessness including: Purchase or subsidy of existing units, moderate or substantial rehabilitation, developer incentives for new construction, rental voucher assistance and support of various organizations that provide services to the homeless.
Non-homeless Persons with Special Needs	CDBG loans for retrofitting housing for handicap accessibility CDBG grants to various organizations in support of frail elderly and seniors.	Citywide. Includes support of fair housing activities, ombudsmen for frail elderly, shared housing for seniors, loans for handicap access retrofit of housing.
First Time Home Buyers	First Time Home-Buyer Program Developer Incentives	Citywide. Includes down payment assistance Federal Funded Mortgage Credit Certificate Program, moderate and substantial rehabilitation.
Source: Comprehensive Housing Affordability Strategy, 1994		

7.2 Affordable Housing Implementation Plan

The Fullerton Redevelopment Agency has adopted the Affordable Housing Implementation Plan (AHIP) strategy for expenditures from the 20% Set-Aside Housing Fund. Adopted December 15, 1992, the implementation period for the AHIP is July 1, 1992 to June 30, 1998, which is inclusive of the extended RHNA period. As of June 1992, the Fullerton Redevelopment Agency had an approximate $6.4 million accrued liability for all project areas. The AHIP establishes income parameters, which target portions of housing funds to households earning as low as 35 percent or less of the median County income, as well as non-statutory mandates for overall distribution of housing funds for assisted rental and for-sale units. It is the policy of the Agency to ensure affordability of assisted rental housing units for a minimum of 30 years, and for-sale units for 10 years. These affordability covenants will be achieved through

written regulatory agreements, deed restrictions and other covenants imposed upon the development/title which will run with the land.

The AHIP targets assistance to rental income groups which fall at 60 percent and below the median County income, with approximately 17 percent of the total assisted rental units for households at 35 percent of the County median income. Assistance for ownership households is targeted for those which fall within 50 percent to 70 percent of the median County income. Approximately 13.6 percent of the targeted households are seniors, and 8.4 percent are large families. A total of 500 assisted units--400 rental and 100 ownership--are targeted.

AHIP funding comes from two sources: the Redevelopment 20% Set Aside and the HOME program. Over $500,000 of matching funds from Redevelopment Agency resources will be needed for the HOME program.

Two programs are proposed for implementing the AHIP: Developer Assistance and a First Time Home-Buyers Program. Assistance to developers may include, but is not limited to, land write downs; infrastructure improvements; and low or no interest loans. Priority is granted to projects which offer the longest terms of affordability, the maximum number of affordable units permitted by law, and the greatest Redevelopment Housing Fund leverage (where funding is supplemented by federal, state and other forms of housing assistance). The HOME program is anticipated as a primary resource for developer-assistance programs, matched by funds from the city. Recommended funding for assistance to developers projects is $12,480,000 for the 1992-1998 period.

In May 1993, the Redevelopment Agency issued a Notice of Funding Availability (NOFA) for rental projects under the Developer Assistance program of the AHIP. The NOFA announced funding in the following amounts:

$2,600,000	of AHIP funding
$980,000	of HOME funding
$173,000	of HOME funding for Qualified Community Development Organization
$3,753,000	TOTAL

Under AHIP and HOME, the Agency proposed to provide grants and low/no interest loans directly to project sponsors for new construction, rehabilitation or acquisition of affordable rental housing. The grants/loans were targeted to rental housing developments for occupancy by special very low (less than 35 percent of median income) and Low-Income households (less than 60 percent of median income.)

In December 1993, the Redevelopment Agency awarded the following developer assistance funding:

TABLE H-26 1993 DEVELOPER ASSISTANCE FUNDING				
Recipient	Source of Funding	Amount of Funding	Project	Restrictions
KD Housing Partners	20% Set Aside	$1.6 Million grant/loan Developer applying for Low-Income housing tax credits.	Construct 108 units Very Low- and Low-Income family rental units.	55 year rent restriction.
La Habra Neighborhood Housing Services	HOME funds	$565,000	Construct 15 Very Low-Income 2 and 3-bedroom rental units.	55 year rent restriction.
Civic Center Barrio Housing Corporation	HOME funds and 20% Set-Aside	$855,000	Rehabilitate 20 Very Low- and Low-Income family rental units	Restricted in perpetuity.
Fullerton Interfaith Housing Corporation	HOME Funds and Agency	$23,000 Administrative Grant Plus $540,000 Loan	Capacity building grant and 27 units—Very Low Income	Restricted in perpetuity.
Urban Communities/San Gabriel Partners	20% Set-Aside.	$1,000,000	137-unit SRO project—Very Low Income.	

The First Time Home-Buyers program provides down payment assistance to households with incomes of 70 percent or below the County median. The funding level recommended at $4,500,000 included funds committed by the Redevelopment Agency to the Mortgage Certificate Program (MCC) administered by the County of Orange. Dependent on MCC funding availability, down payment assistance may be provided by the Agency.

7.3 Rehabilitation and Conservation of Existing Units

The City of Fullerton rehabilitates and conserves existing affordable housing units through the following:

1. General Plan/Zoning consistency actions to assure that the City's six mobile home parks have a General Plan designation consistent with the Mobile Home Park (R-MH) zoning classification, thereby achieving a higher degree of long-term residential land usage. The City's mobile home parks contain 790 mobile homes.

2. Implementation of the Two-Family Residential Preservation (R-2P) and Multiple-Family Residential Preservation (R-3P) zoning classifications, for those mature housing areas where the existing housing and environment are an asset to the City and should be preserved, while opportunities for additional and replacement housing are also provided where appropriate. The zoning classifications offer a higher floor area to lot area ratio for new units when existing units are preserved. Currently 253 residences are preserved under the R-2P zone.

3. Adoption of a condominium conversion ordinance providing protection for existing apartments from conversion until the City vacancy rate is equal to or greater than three percent. This ordinance requires tenant relocation assistance and conversion development standards.

4. The Historical Building Survey, which identifies significant individual buildings and fifteen residential conservation and historical districts, and the City's Landmarks Ordinance (F.M.C. Chapter 15.48), which provides a means of preserving existing older, affordable and historically significant residences in the community.

5. The ongoing Anti-Graffiti Program assists in eliminating graffiti from perimeter walls, homes and businesses throughout the community by organizing community volunteers and by providing equipment and supplies. This program improves the visual quality of neighborhoods, builds civic pride and deters vandalism.

6. The City's Housing and Community Development Division, which administers the City's Federal Community Development Block Grant funds. Between 1981 and 1988, 198 households earning less than 80 percent of the area median income received low- or no-interest housing rehabilitation loans representing $1.4 million. Over the past five years, fifteen rehabilitation loans have been processed for over $120,000. In addition, the City circulates approximately 7,000 hand and power tools through its Tool Bank each year to help residents in older areas of the City maintain, repair and improve their homes.

7.4 Preservation of Assisted Units

The Development Services Department is responsible for implementing programs to preserve government assisted affordable housing with expiring subsidies or affordability restrictions within the next ten years pursuant to state law. The following table summarizes the programs and affected projects. A complete analysis of the preservation of assisted housing is provided in the Technical Appendices.

TABLE H-27
ASSISTED UNITS AT RISK OF CONVERSION

Project	Location	Type of Unit	Form of Assistance/	Total Units	Earliest Date of Subsidy Termination	Rent Structure	Disposition/ Program for Preservation
Amerige Villas	343 West Amerige Ave.	Senior Apt.	Section 221(d)(4) Section 8 New Construction	101	1/23/1995		Potential termination of Section B Program unlikely due to local use restrictions.
Fullerton Hills	1203 North Gilbert St.	Family	Section 236(j)(1)	168	7/29/1994		City participation to provide incentives or coordinate purchase by non-profit
Las Palmas	2500 Associated Road	Family	Multiple-family Mortgage Revenue Bond	52	6/30/2005		N/A
Truslow Village	220 West Truslow Ave.	Family	Density Bonus	3	2006		N/A
Palm Court	505 West Amerige Ave.	Family	Density Bonus	4	2006		N/A
-------	641 West Commonwealth Ave.	Family	Rehabilitation Loan for Rental Units Serving Low-Income Households	4	10/1994		N/A

Funding resources for implementation of the preservation of the assisted, Low-Income units located at Amerige Villas (101 units) and Fullerton Hills Apartments (168 units) are CDBG funds, Redevelopment 20 percent Set-aside Funds and HOME program allocations.

The City will maintain contact with owners of at-risk units as use restriction expiration dates approach. If the property owner at Amerige Villas elects to terminate its Section 8 contract, the City will explore the possibility of providing rental assistance to Low-Income tenants. The subsidy could range from assistance in paying first and last

months' rent to monthly rental subsidies. Local use restrictions make it unlikely the owner will terminate the Section 8 contract.

Three scenarios may occur with respect to the Fullerton Hills project: 1) the owner may prepay, in which case the City will provide information to HUD on the role of the project in responding to demands for affordable housing; 2) the owner will stay in the program with incentives in which case the City will participate in the appraisal process to identify rehabilitation needs of the complex, comment on the owner's plan of action to certify that the owner has accurately represented the transaction, and provide technical assistance to tenants; or 3) the owner attempts to sell the project, in which case the City will facilitate purchase of the property by a non-profit organization. The City will also consider committing financial assistance to cover pre-acquisition costs and other financial needs incurred by entities intending to purchase the property.

8 INVENTORY OF SITES HAVING POTENTIAL FOR RESIDENTIAL DEVELOPMENT

Opportunities for residential development in the City fall into one of two categories:

1. **Vacant land** that is either designated for residential use or is likely to be designated for residential use in the future; and

2. **Underutilized residential sites** where the current residential use is less intensive than allowed by the site's zoning designation and where infrastructure needs for additional development can be met by existing facilities. This category includes developed commercial sites in the downtown with C-3 zoning where residential units could be developed above the ground floor.

The majority of the City's vacant residential land is located in two master-planned hillside oil areas known as the Coyote Hills East and West, as well as the Unocal Imperial property. A limited amount of other vacant land is distributed throughout the City. Underutilized sites exist throughout the City, with concentrations in the south central area where a considerable number of single-family homes could be recycled under existing zoning ordinances to accommodate multiple-family type development, and in the City's Central Business District along Harbor Boulevard, where the long range plan calls for residential uses above storefronts.

Another component of the City's future residential development is the number of units expected to be lost to demolition or conversion to commercial use.

8.1 Vacant Land

8.1.1 Coyote Hills East and West and Unocal Imperial Specific Plan Areas

Development of the Coyote Hills East and West oil fields is guided by Master Plans 1A and 2A, as amended. The plans call for incremental construction phases, over an unspecified time period, of 4,283 units (2,154 multiple-family and 2,129 single-family) on 933.9 acres designated for residential uses.

Much of the Coyote Hills development has already occurred. The number and type of units already developed, as well as the number and type of units remaining to be developed, is shown in Table H-27. Exhibits H-1 and H-2 provide development plans for the Coyote Hills East and West areas.

TABLE H-28
COYOTE HILLS DEVELOPMENT ACTIVITIES AS OF APRIL 1994

	East Coyote Hills			West Coyote Hills			Total			Undeveloped units available for Transfer
	Plan	Built	Remaining	Plan	Built	Remaining	Plan	Built	Remaining	
Single-Family	538	111[3]	427	1,450	592	858[1]	1.988	703	1,285	114
Multiple-Family	1,309	247	1,062[4]	1,242	727	515[2]	2,551	974	1,577	122
TOTAL	**1,847**	**358**	**1,489**	**2,692**	**1,319**	**1,373**	**4,539**	**1,677**	**2,862**	**236**

A number of the units remaining to be developed are "development right transfer units:"

1. Includes 3 units in area M withheld pending outcome of McColl Superfund Site litigation, as well as 19 undeveloped units from area H that are available for transfer to another development area.
2. Includes 31 units in area T withheld pending outcome of McColl Superfund site litigation, as well as the following undeveloped units that are available for transfer to another planning area, 16-area P; 44-area Q, 18-area X.
3. Includes 95 undeveloped units from area U that are available to transfer to another planning area.
4. Includes 44 undeveloped units from area G/M that are available to transfer to another planning area.

The complexity of the economic conditions which drive the development of the Coyote Hills areas makes it difficult to predict when the remaining development will occur. Relying on the property owners' indications, the City anticipates that by the conclusion of the extended RHNA period in 1996, areas C, E, G, H, F, U and 7 of the Coyote Hills East and Areas I and X of the Coyote Hills West will be developed. These areas will span at least 233.1 acres and will be comprised of 248 senior apartments, 90 lifecare suites and 162 assisted lifecare beds; 729 single-family homes; and 105 duplex units. As of the writing of the 1994 Housing Element, 1,678 units have been constructed spanning 316.2 acres.

The 92-acre Imperial Golf Course site will be developed with 474 dwellings. An entitlement has been granted for the development of 84 units which are expected to be completed by mid-1994.

8.1.2 Citywide Vacant Land

A limited amount of vacant residential sites lies outside the Coyote Hills areas. On the whole, these sites are small, have potential for only a limited number of dwellings, and are not adequate to accommodate tract-type development. Vacant land throughout the City will support 231 single-family homes, 262 multiple-family units, and 83 units of undetermined type in the downtown area, as shown in Table H-29.

Table H-29 tabulates non-Coyote Hills vacant land development potential by single-family and multiple-family housing type by zone. Exhibit LU-1 in the Land Use Element illustrates remaining available vacant land in the City.

TABLE H-29 RESIDENTIAL DEVELOPMENT POTENTIAL FOR VACANT LAND NOT LOCATED IN THE COYOTE HILLS MASTER PLAN AREAS			
Use Designation	**Acreage**	**Unit Potential**	**Unit Type**
PRD (1-6 du/ac)	4.53	27	Single-Family
PRD-0 (1-6 du/ac)	92.00	474	Single-Family (Primarily Imperial Golf Course)
R-1-6,000 (7.2 du/ac)	1.28	9	Single-Family
R-1-7,200 (6 du/ac)	4.19	25	Single-Family
R-1-9,000 (4.8 du/ac)	4.02	19	Single-Family
R-1-10,000 (4.3 du/ac)	2.37	10	Single-Family
R-1-12,000 (3.6 du/ac)	.41	1	Single-Family
R-1-20,000 (2.1 du/ac)	63.00	138	Single-family
R-2 (15 du/ac)	0.46	6	Multiple-family
R-2P (15 du/ac)	.53	7	Multiple-family
R-3 (27 du/ac)	7.65	206	Multiple-family
R-G (12.1 du/ac)	3.58	43	Multiple-family
RMH (6 du/ac)	.39	2	Mobile Homes
Subtotals			
Single-family	172.19	705	
Multiple-family	12.20	262	
TOTAL	**184.39**	**967**	

Because most vacant single-family lots can accommodate only one to two units, a ten-year history of custom, non-tract single-family home construction was used to predict the number of these units that can be expected to develop over the extended RHNA period. Based on this trend, and excluding development potential of the Coyote Hills and the Unocal Imperial property, it is possible that as many as 14 single-family homes will be built each year for the seven-year period, for a total of 98 homes. These 98 units also include the construction of one already developed small tract of 14 units, identified on the Quantified Objectives for New Construction Table H-32 as the Trider Tract #13358.

8.2 Underutilized Land

The City's development potential from underutilized residential areas has three components:

- The potential number of limited second dwelling units that could be constructed in R-1 zones pursuant to Municipal Code Section 15.17.080.
- The number of dwellings that could be built in residential areas where existing development could be recycled under current zoning to accommodate multiple-family development; and
- Mixed use potential.

8.2.1 Limited Second Units

The 1983 Fullerton Second Unit Study determined that 4,958 R-1 parcels qualified for a limited second unit. Subsequent departmental records show that as of July, 1993, 16 limited second units had been approved and were either in plan check, under construction, or had been released for occupancy, leaving an infill potential of 4,942 units.

Only a small number of limited second units are expected to be developed during the seven year RHNA period. Based on second unit development over the past four years, there is potential for approximately 13 units to be constructed by the end of the RHNA period, although this may not actually occur.

8.2.2 Recycling to Higher Uses

The Land Use Plan includes potential for 2,151 multiple-family dwellings on underutilized residential sites, and 184 multiple-family units in the downtown mixed-use area. Detailed tabulations of infill potential, by Traffic Analysis Zone, are provided in the Technical Appendices. The majority of this potential is located in the south-central portion of the City, near Harbor Boulevard.

Analysis of past multiple-family development on underutilized land was used to predict the number that may develop during the RHNA period. Based on this analysis, it is expected that there will be a net increase of 392 multiple-family infill dwellings between 1989 and 1996, based on an average of 56 units per year. This total projection includes the development of 59 units at the Klimple Manor senior apartments.

8.3 Residential Development on Non-Residential Land

In most cases, residential development potential is created by vacant or otherwise underutilized land that is already designated for residential use. The limited amount of residential development potential found on non-residentially designated land within the downtown mixed-use area (267 units) is based on land use trends which indicate that the area in question would be appropriate for such a use. These residential units are intended to be developed at densities within the Medium Density Residential designation up to 28 dwelling units per acre, with the potential for density bonuses when affordable housing units are proposed.

The following summarizes Fullerton's remaining potential housing development as of January, 1994.

TABLE H-30
SUMMARY OF RESIDENTIAL DEVELOPMENT POTENTIAL

Housing Type	Units Potential	Acreage	Description
Single-Family	486	151.00	Vacant land/Coyote Hills East
Single-Family	599	311.00	Vacant land/Coyote Hills West
Single-Family	3	.64	Vacant land/Coyote Hills West (Being withheld pending McColl)
Single-Family	262	80.20	Vacant land/Non-Coyote Hills/Non-Unocal Imperial
Single-Family	474	92.00	Vacant Land/Non-Coyote Hills (non-residentially designated, primarily located at the Imperial Golf Course site)
Multiple-Family	664	142.50	Vacant land/Coyote Hills East
Multiple-Family	484	97.00	Vacant land/Coyote Hills West
Multiple-Family	31	3.64	Vacant land/Coyote Hills West (Being withheld pending McColl)
Multiple-Family	487	12.20	Vacant land/Non-Coyote Hills
Multiple-Family	2,151	157.07	Infill Development
Limited 2nd Unit	4,942	Unknown	Infill Development
Downtown Mixed Use Residential	267	Unknown	Underutilized and Vacant Non-Residential Parcels
SUBTOTALS			
Single-Family	1,824	634.84	
Multiple-Family	1,666	255.34	
Limited 2nd Units	4,942	Unknown	
Multiple-Family Infill	2,151	157.08	
Downtown Mixed Use	267	Unknown	Underutilized and Vacant Non-Residential Parcels
TOTAL POTENTIAL	**10,850**	**1,047.25**	
EXPECTED COMMERCIAL CONVERSION	**306**		
NET POTENTIAL	**10,544**		

8.4 Units to be Lost Due to Demolition and Conversion to Commercial Use

Based on the number of demolitions occurring over the last five years, the City expects, (for a seven-year period), that 119 residential units will be demolished or converted to other uses over the Housing Element's extended seven-year time period. Approximately half of these units will be demolished to make way for commercial construction, while the other half will be lost to recycling to higher residential densities. In addition, a significant number of residential units located on non-residentially zoned land are expected to be converted to commercial or office uses. A September 1987 Development Services Department Study entitled Survey of Residential Units Located on Non-Residentially Zoned Land determined that there are 306 of these units. Building permit records from 1987 through 1992 indicated that up to two of these units may be converted per year over the Housing Element's time frame, for a total of 14 units.

9 QUANTIFIED OBJECTIVES

State Housing Law requires that each jurisdiction establish the minimum number of housing units that will be constructed, rehabilitated, and preserved over the Housing Element planning period. The quantified objectives for this Element reflect the planning period from July 1, 1989 to July 1, 1996.

The Quantified Objectives of the RHNA are required to be part of the Housing Element and the City will strive to achieve them. However, Fullerton cannot guarantee that these needs will be met, given limited financial resources and the present gap in affordability of housing resources and incomes. Satisfaction of the City's regional housing needs will partially depend upon cooperation of private funding sources and funding levels of the State, Federal and County programs.

Table H-31 summarizes the City's quantified objectives by income classification.

TABLE H-31
CITY OF FULLERTON
QUANTIFIED OBJECTIVES 1989 - 1996

Quantified Objective	New Construction	Rehabilitation	Conservation	TOTAL	RHNA
Very Low Income (0 - 50% of Median)	472	45	101	618	300
Low Income (50% - 80% of Median)	200	99	168	467	424
Moderate Income (80% - 120% of Median)	993	81	--	1,074	379
Above Moderate (over 120%)	1,436	--	--	1,436	699
TOTAL	**3,101**	**225**	**269**	**3,595**	**1805**

9.1 New Construction

Table H-32 contains the quantified objectives that will be used as guidelines toward meeting Fullerton's new construction housing needs through the extended RHNA period, January 1984 to July 1996, and compares them to the fair share as established by the RHNA. As the table indicates, the objectives for three categories, (Very Low, Moderate, and Above Moderate), are anticipated to be achieved by new construction. Only the Low-Income category is not expected to be met.

TABLE H-32 NEW CONSTRUCTION HOUSING OBJECTIVES 1989 - 1996					
Unit Type/Description	**# Units**	**Very Low**	**Low**	**Moderate**	**Upper**
SINGLE-FAMILY DWELLINGS					
Unocal Imperial Property	84				84
Single-Family Dwellings on various vacant R-1 Parcels	84				84
Duplex Dwellings on various vacant R-2 lots	88				88
Tract 13358 (Trider)	14				14
Tract 14098 (Lewis Homes)	24				24
Habitat for Humanity	3	3			
Single-Family Dwellings on vacant land in the Coyote Hills Master Plan Areas:	834				
105 du Duplex Coyote Hills West "X"					105
192 du Coyote Hills East "G/H"					192
111 Coyote Hills East "F"					111
110 du Coyote Hills East "U"					110
36 du Coyote Hills East "U" Tract 14802					36
128 du Coyote Hills West "I"					128
102 du Coyote Hills East Area 7				102	
50 du Coyote Hills East Area 6					50
SUBTOTAL SINGLE-FAMILY DWELLINGS	**1,131**	**3**		**102**	**1,026**
MULTIPLE-FAMILY DWELLINGS					
Multiple-Family Infill Development - Mostly Redevelopment to higher uses in the South-Central portion of the City, scattered vacant lands or conversion to residential	333		110	223	
Klimple Manor (Senior Apartments)	59	59			
Allen Hotel	16	16			
Las Palmas Apartments	259	52		207	
Rose Point Apartments	144			144	
Amerige Villas	16		4	12	
Truslow Village	13		2	11	
Multiple-Family units "Wilshire Promenade"	128			128	
House of Triumph	25	25			
Casitas del Fullerton	25	25			
NOFA Projects (Redevelopment Fund)	307	223	84		
SUBTOTAL	1,327	400	200	725	
OTHER RESIDENTIAL DEVELOPMENT					
Independent Senior Units at Morningside Life Care Facility	248				248
Senior Suites at Morningside Life Care Facility	90			90	
Assisted Units/Beds - Morningside Life Care Facility	162				162
Senior Condominiums (NWC Brea and Lemon)	68	7		61	
Second Units throughout the City	13			13	
Student Housing/Cal State Fullerton	65	65			
SUBTOTAL OTHER UNITS	646	72		164	410
TOTAL UNITS EXPECTED	**3,099**	**472**	**200**	**991**	**1,436**
RHNA Needs Assessment	**1805**	**300**	**424**	**379**	**699**
Units Expected to be Lost from Housing Stock RHNA Period					
Demolitions	119				
Conversions to Commercial Use	14				
TOTAL EXPECTED TO BE LOST	133				
NET TOTAL NUMBER OF UNITS EXPECTED TO BE ADDED TO HOUSING STOCK DURING EXTENDED RHNA PERIOD	2,971				

9.2 Rehabilitation

The 1992 CHAS identifies 1,269 units in need of rehabilitation in the City. CDBG funds and tool lending programs address the rehabilitation of housing in the City. The primary beneficiaries of these programs are renters and Low-Income households. Table H-33 shows how the 1992 CHAS has identified rehabilitation funds by income category for the CHAS five-year strategy.

TABLE H-33
REHABILITATION OBJECTIVES 1989 - 1996

Assistance by Income Group	Owners	Renters	Total
Very Low Income			
Moderate Rehabilitation	15	10	25
Substantial Rehabilitation	--	8	8
Low Income			
Moderate Rehabilitation	6	4	10
Substantial Rehabilitation	--	--	--
Home Improvement Loans	81	--	81
Moderate Income			
Home Improvement Loans	81	--	81
TOTAL	**183**	**22**	**205**

It is assumed that Above Moderate-Income households will rehabilitate units as needed through private efforts.

9.3 Conservation of Existing "At Risk" Units

Two assisted projects will be at risk of losing their use restrictions during the extended RHNA period. The objective for the extended Housing Element planning period is the preservation of 269 units eligible to convert to market rate located at the Amerige Villas and Fullerton Hills apartments. The Technical Appendices provide a complete description of applicable City programs.

9.4 Financial Assistance Programs

Table H-34 contains the quantified objectives for implementing the City's financial assistance programs for the extended RHNA period.

TABLE H-34
HOUSING ASSISTANCE PROGRAM OBJECTIVES

Description	Households to be Assisted
Section 8 Rental Assistance Program (Very Low)	500
Encouragement for Shared Housing Opportunities (Very Low and Low)	200
First Time Home-Buyer Assistance Program/MCC Program	50
TOTAL	**750**

10 REVIEW OF PAST HOUSING ELEMENT

The 1989 Housing Element contained a review of actions taken and progress made in implementing the 1981 Housing Element. The review, contained in the Technical Appendices, indicated that the City fell short of its quantified affordable housing objectives, particularly in the Very Low-Income category.

A review of more recent City housing actions paints a dramatically different picture. Since adoption of the 1989 Housing Element the City has made significant progress in reaching its affordable housing assistance goals.

TABLE H-35
NEW CONSTRUCTION COMPLETED
(January 1989 to 1994)

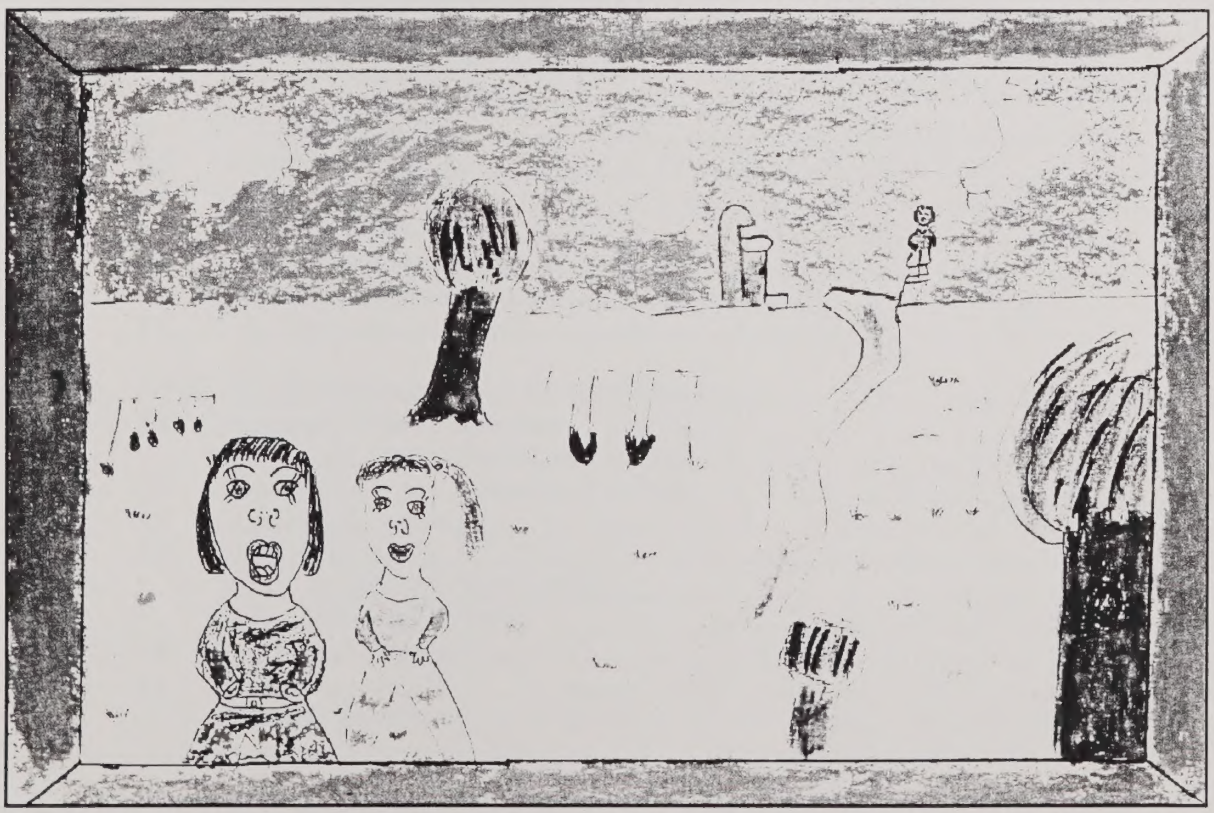
Unit Type/Description	# Units	Very Low	Low	Moderate	Upper
Single-Family Dwellings					
Attached Single-Family Non-Coyote Hills	88				88
Coyote Hills East "F"	111				111
Coyote Hills West "X" Duplex	105				105
Coyote Hills West "I"	128				128
Single-Family dwellings on various vacant parcels throughout the City	79				79
Unocal Imperial Property	84				84
Tract 13358 (Trider)	14				14
SUBTOTAL	609				609
Multiple-Family Dwellings					
Rose Point Apartments	144			144	
Las Palmas Apartments	259	52		207	
Wilshire Promenade	128			128	
Life Care Units at Morningside Facility	248				240
Assisted Units/Beds Morningside Facility	162				162
Hillcrest Senior Apartments	68	7		61	
Amerige Villas	16		4	12	
Truslow Village	13		2	11	
Infill Development	310			310	
Klimple Manor	59	59			
SUBTOTAL	1,401	118	6	875	402
TOTAL UNITS CONSTRUCTED	2,008	118	6	872	1,011
Number of Units Lost from Housing Stock					
Demolitions	82				
Conversions to Commercial Use	4				
TOTAL UNITS LOST	**86**				
NET TOTAL NUMBER OF UNITS ADDED TO HOUSING STOCK BETWEEN 1989 - 1993	**1,922**				

As Table H-35 indicates, the City has made substantial progress in achieving its quantified objectives for new construction, particularly in the Moderate- and Above-Moderate-Iincome categories. Approximately 65 percent of targeted units have been completed or were under construction in 1993. With the implementation of the 1993 Redevelopment Housing Fund NOFA projects, which were funded December 15, 1993, and other proposed affordable housing projects, including the Allen Hotel and two apartment complexes (the House of Triumph and Casitas del Fullerton), the

quantified objectives for construction of units affordable to Very Low- and Moderate-Income households will be achieved. New construction objectives for Low-Income households will not meet the need established by the RHNA.

RESOURCE MANAGEMENT

"Fun at the Park" Diana Danielle, Grade 3, Golden Hill Elementary School



CITY OF FULLERTON

City of Fullerton General Plan

RESOURCE MANAGEMENT

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RESOURCE MANAGEMENT

1 INTRODUCTION

1.1 Purpose

The Resource Management Element establishes goals, policies and actions for preserving open space and natural and cultural resources, combining several environmental concerns into one chapter and satisfying the requirements of the mandated Open Space and Conservation Elements. Scenic corridors, parks, recreational trails, historic sites, and energy conversation are also addressed. The goals, policies and programs of the Element support the commitment to preservation of a high quality of life for the residents of Fullerton.

Reflecting the broad nature of topics addressed in the Resource Management Element, overlap exists between this and other elements of the General Plan. The Land Use, Circulation, Community Services, and Community Health & Safety Elements present additional direction and policy for open space and conservation related programs. Recreational programs are addressed in the Community Services Element.

Detailed Resource Management background information and impact analysis are found in the EIR and Technical Appendices.

1.2 Overview

The Resource Management Element addresses the following:

- The conservation of natural resources;
- The preservation of significant historical and cultural resources;
- The retention and improvement of open space for outdoor recreational uses and for public health and safety;
- The management of designated scenic corridors as a special form of open space.

To a great extent, these four concerns are interrelated. Provisions for both the conservation of natural resources and open space are largely reciprocal in their intent; local parks provide open space as well as recreational facilities in developed areas of the City, while natural open space, if maintained in its existing state, may provide public safety and recreational opportunities on a large scale as it enhances and conserves environmental conditions. Further, there are certain features of the natural and urban setting in Fullerton which require special attention as development or redevelopment occurs. Areas offering extraordinary natural characteristics should be preserved and significant historical and cultural landmarks should be protected, as they

represent a limited resource which, if not protected, will be lost forever or may only be retrieved with great difficulty and at great expense.

The Resource Management Element is organized into the following sections:

- **Open Space Resources:** Describes the existing open space resources in the City and their function, as well as a brief description of the key planning issues which are addressed by the Resource Management goals, policies and programs.

- **Natural Resources:** Describes significant vegetation, wildlife and other natural resources and key issues associated with each.

- **Open Space and Natural Resource Plan:** Provides an assessment of open space needs in the City and an overview of the various actions the City will undertake to meet those needs. Recreational uses, wildlife and vegetation preservation, petroleum resources, and private open space are addressed.

- **Scenic Corridors and Rural Streets:** Describes and maps the scenic corridor and rural streets system, and refers the reader to the Technical Appendices for the more detailed design treatments and regulations.

- **Historic and Cultural Resources Plan:** Includes a description of historic resources found in the City and the process by which they will be preserved.

- **Goals, Policies and Programs:** Describes the City's official development policies and implementation strategies and programs for the identification, location, management, preservation and development of open space areas, park and recreational facilities, and other natural, cultural or historic resources in the City.

2 OPEN SPACE RESOURCES

2.1 Issues

Open space provides a multitude of functions that are beneficial to the community, including park and recreational areas, recreational trails, conservation of natural and significant resources, buffers between land uses, and the preservation of scenic views. The major remaining open space opportunities in the City are in the Coyote Hills East and West project areas and the Unocal Imperial property.

The City places a high priority on providing open space for a variety of recreational purposes. The City recognizes that open space is a diminishing resource. Actions must be taken to ensure that sufficient open space and recreational opportunities are provided throughout the City. Although the City has retained a significant amount of open space through a variety of ongoing programs and actions, it is also recognized that there is a need to supplement current open space amenities, as well as a need to develop an open space strategy for the remaining undeveloped areas. In addition, the general public has expressed concern about accessibility and usability of open space for all segments of the population.

See Policy RM-2.1 and 2.2

The City's open space lands are represented within three major classifications as shown on Exhibit RM-1: publicly-owned properties, which include regional, specialized or local park facilities; areas under private ownership, which are designed for outdoor recreational activities; and those sites left intentionally in a natural or unimproved state. The following sections describe the land resources which fall into these categories.

2.1.1 Public versus Private

The Parks and Recreation land use designation is applied to publicly owned or leased areas, both improved and natural, including public greenbelt areas, parks, specialty parks, vista parks and other publicly owned recreational facilities, landscaped slopes, trails and nature/conservation areas. Public open space is accessible to the general public and is maintained by the City.

A considerable amount of permanently designated open space is privately owned. This includes privately owned areas such as slopes, recreational facilities, greenbelts, landscaped parkways, and other community areas, as well as commercial recreational areas such as golf courses. Private open space areas are typically not accessible to the general public and are maintained by private homeowners, community associations or individual property owners.

2.1.2 Active versus Passive

Open space areas are, by design, either active or passive. Active recreational areas typically include facilities such as graded spaces, tailored playing surfaces, buildings, parking areas and similar modifications to the natural site. Passive recreational areas accommodate less structured recreational pursuits and typically include minor modifications, such as trails, service vehicle access improvements, enhanced landscape materials and similar non-intrusive changes to the site.

2.2 Public Recreational Areas

The City of Fullerton has four different types of improved, public recreational open space areas, including neighborhood parks, specialized parks, regional parks, and vista parks. The four classifications are discussed below.

School facilities, although not formally included in the improved public open space category, offer a wealth of recreational resources ranging from open playfields and meeting rooms to specialized facilities such as swimming pools, gymnasiums, tennis courts, and auditoriums. Although these facilities primarily support and augment the educational process, a secondary and significant purpose is their use by the general public.

Over the years the City has entered into a number of agreements with both the Fullerton Elementary School District and the Fullerton High School District for use of various school facilities for public recreation. The majority of school open space and recreational facilities are typically limited in use to after school hours, weekends and summer programs.

2.2.1 Neighborhood Parks

Twenty-nine neighborhood parks are located throughout Fullerton. Intended to serve the needs of adjacent neighborhoods, the parks range from 10 to 25 acres and serve users within a walking or bicycling radius of approximately one-half mile. Typical neighborhood park facilities include play apparatus areas, court games, limited family picnic areas and open space for informal field sports. Table RM-1 inventories the existing neighborhood park land facilities and Exhibit RM-1 shows the locations. Several neighborhood parks are "school/parks", a concept of locating park land adjacent to elementary schools for the economical joint use and maintenance of outdoor recreational facilities between the City and the Fullerton Elementary School District. Although portions of school/park facilities are owned by the Fullerton Elementary School District and not the city, there is no indication that existing joint agreements will not be extended.

TABLE RM-1 CITY OF FULLERTON NEIGHBORHOOD PARKS		
Neighborhood Parks	**Acreage**	**Facilities**
Acacia Park	8.67	18-station par course
Adlena Park	2.86	Picnic area, 8 volleyball, basketball
Beechwood Park	2.51	Baseball
Raymond School/Byerrum Park*	6.28	Picnic area, soccer, softball
Chaffee Park	2.63	Open play area
Chapman Park	5.39	Ballfields, recreation center and tot lot
Coyote Hills Tree Park	10.99	Picnic area/no improvements
Emery Park	8.23	Playgrounds
Fern Drive School Park*	5.85	Picnic area, playgrounds
Ford School Park*	3.16	Picnic area, playgrounds
Gilbert Park	6.19	Picnic area playgrounds
Gilman Park	13.70	Picnic area, playgrounds
Grissom Park	10.78	Picnic area, playgrounds
Hermosa School Park*	5.30	Softball, basketball, playgrounds
Laguna Road School Park*	4.48	Playgrounds, softball, baseball
Lemon Park	6.63	Picnic area, playground, sports
Nicholas School Park*	13.00	Playgrounds, baseball
Orangethorpe School Park*	6.90	Picnic area, playground
Pacific Drive Park*	7.13	Tennis courts, playgrounds
Richman School Park*	6.39	Picnic area, soccer, playground
Rolling Hills School Park*	9.46	Picnic area playground
San Juan Park	1.70	Picnic area, basketball, softball
Truslow Mini Park	0.13	Playgrounds
Valencia School Park*	6.00	Lighted fields, picnic area, wading pool
West Coyote Park	3.64	Picnic area, play area
White Park	4.24	Open play area
Woodcrest School Park*	5.28	Lighted fields, tot lot, picnic area
TOTAL	**167.52**	

* School/park joint use facility - Portion of acreage owned by Fullerton Elementary School District.

2.2.2 Specialized Parks

Specialized parks are intended for recreational facilities which offer unique active and passive activities or possess historical significance to the City. The Fullerton Municipal Golf Course, located behind the Brea Dam, is included in the acreage of the Brea Dam Recreational Area, and is open to the public. The land is leased from the Army Corps of Engineers, by the City. Table RM-2 catalogs the specialized park facilities and summarizes distinctive features.

TABLE RM-2 CITY OF FULLERTON SPECIALIZED PARKS		
Name	**Acreage**	**Facilities**
Amerige Park/ Duane Winters Field	10.0	Ballfield, community center
Brea Dam Recreational Area	126.0[1]	Picnic area, tennis, Fullerton Municipal Golf Course
Hillcrest Park	44.0	Natural landscape, historic landmark, 5,100 sq. ft. recreational center, and a baseball field (Lions Field)
Independence Park	10.0	Aquatic complex, gymnasium, enclosed racquetball courts
Laguna Lake Park	28.5	Fishing lake, equestrian center
Muckenthaler Cultural Center	8.5	7,000 sq. ft. activity building
Sequoia Athletic Club/Racquetball Club	3.3	Racquetball/Health Club[2]
Fullerton Golf Training Center	15.0	Driving Range and Putting Course
TOTAL	**245.3**	

1. Usable acres within the total 250.7 acres contained within the Brea Dam Recreational Area.
2. Not yet constructed as public park.

2.2.3 Regional Parks

The City's open space resources are augmented by approximately 215 acres of regional parks within, or adjacent to, its boundaries. Regional parks include areas which, by their unique natural character or unusual or extensive development, offer recreational opportunities attracting patronage beyond the local vicinity.

Aside from their exceptional recreational facilities, the three regional parks are valued for their extensive visual relief offered to surrounding urban development. Craig Regional Park, located behind the Fullerton Dam in the northeastern part of the City, and Los Coyotes Regional Park, located in the northwestern part of the City along both sides of Rosecrans Avenue, are both operated by the County of Orange. Tri-Cities Park, a 40-acre facility situated along the Fullerton-Placentia city boundary, operates under a joint powers agreement with the cities of Brea and Placentia.

2.2.4 Vista Parks

Vista park sites have been defined in both the East and West Coyote Hills Specific Plans, as shown in Exhibit RM-2, where areas offer unobstructed views to large expanses of the Los Angeles/Orange County metropolitan area. Scenic corridors are often associated with Vista Parks. Three such sites totalling 21 acres are located in the East Coyote Hills, while five vista parks containing a total of 27.27 acres are located in the West.

2.2.5 Recreational Trails

With the increase in leisure time, jogging, hiking and horseback riding have seen a considerable increase in popularity as recreational pursuits. The City of Fullerton has a network of off-road trails for jogging, bicycling and equestrian activities (see Exhibit RM-2). The trails are designed to eventually connect Los Coyotes Regional Park and the neighborhoods in the West Coyote Hills and Sunny Hills areas to Craig Regional Park and the neighborhoods in the East Coyote Hills areas, as well as connect the City of Fullerton to the regional network of the County of Orange. Approximately 24 miles of recreational trails existed in the City of Fullerton in 1994.

2.2.6 Other Public Recreational Areas

California State University Arboretum: A 25-acre site is reserved on the California State University campus for the Fullerton Arboretum. Specimen plants and demonstration gardens have been designed around Heritage House, a restored 1894 Victorian house. The facility is a joint venture between CSUF and the City to provide the public, the university community and other area schools with opportunities to study various plant habitats, the use of native California plants, and water and energy conservation methods.

California State University Sports Complex: The City and the University recently created a partnership to fund and develop the Titan Sports complex. The 26-acre Sports Complex includes football and baseball stadiums, tennis courts, practice fields, and a track and field facility.

Leonard Andrews Tennis Center: Eleven lighted tennis courts, open to the public, are located at this three acre facility near Harbor Boulevard and Valencia Mesa.

2.3 Private Recreation

In addition to public recreational lands the City benefits in having the following privately owned outdoor recreational facilities:

Golf Courses: There are two existing and one planned golf course in the City. Of the two existing courses, one—the Fullerton Municipal Golf Course—is publicly owned. The other is owned and operated by the Los Coyotes Country Club, having 187 total acres, of which 54.1 acres are located within the City. Another private 170.2 acre course is planned in the East Coyote Hills.

Other Commercial Recreational Areas: Several business have developed a part of their properties as outdoor recreational facilities to such an extent that the City considers them a long-term commitment of land to an open space use. Altogether, about 17 acres of open space fall within this classification. Such facilities as the Racquetball World east of the Orange Freeway, the Tennis Club on Rosecrans Avenue and the Unocal Little League field in the East Coyote Hills account for this recreation category.

Private Residential Open Space: Permanently designated, but privately owned areas that are passive or recreational in character, constitute 264 acres in the City. This includes both recreational facilities, and slope and landscaped areas. Private residential open space is maintained by private homeowners or community associations.

2.4 Natural Open Space

A substantial amount of the acreage designated as Parks and Recreation and Greenbelt on the Land Use Map is set aside for habitat preservation and conservation. Physical restrictions such as steep terrain and/or unstable soils, water conservation measures for flood retention and desilting, and/or the presence of significant natural resources often prevent these areas from being developed. However, conservation areas can accommodate passive uses (e.g., interpretive nature walks, recreational trails), and the land, acting as a buffer or scenic backdrop, tends to enhance the quality of adjacent activities occupying the usable portions of these public areas.

2.4.1 East Coyote Hills

Numerous conservation areas have been identified in the East Coyote Hills Specific Plan. Approximately 187 acres will be reserved for park land and habitat conservation

open space uses, and an additional 170.2 acres will be improved as a golf course. Approximately 129 acres of land within the East Coyote Hills are preserved under a Federal 10A permit for gnatcatcher habitat preservation. The golf course contains approximately 60 acres of this habitat area in easement. A small portion of the permit area of less than eight acres is contained in a privately owned easement that covers most of the Panorama Park site. The remainder is natural coastal sage scrub habitat outside of the golf course. Approximately 42 acres of the open space will also serve as a flowage easement. It is expected that these lands will remain in private ownership, with their conservation being part of the management of the community property of various residential development situated in the area. In addition, over 92 acres behind the Brea Dam are unimproved land serving as natural open space.

2.4.2 West Coyote Hills

The West Coyote Hills Specific Plan reserves 284.7 acres for open space uses, much of which corresponds to areas of steep slopes and unstable soils that will be conserved in their natural state. Approximately 72.7 acres of this land is preserved as a Nature Park conservation area. Another 57 acres are designated as privately owned habitat conservation area.

2.4.3 Greenbelt Areas

In addition to conservation areas in the East and West Coyote Hills, there are five greenbelt parks located throughout the City. These areas are essentially large stretches of land in their natural state. Greenbelt areas are presented on Exhibit RM-1 within the conservation classification. The five greenbelt parks are:

- **Hiltscher Park:** A narrow strip of land of about 14 acres covered with mature stands of native oak, pepper and eucalyptus trees which serve as a corridor for one of the City's recreational trails.

- **Juanita Cooke Greenbelt:** Formerly the right-of-way for the Pacific Electric Railroad, this 27-acre strip of land provides a scenic recreational trail through residential neighborhoods in north central Fullerton.

- **Fullerton Creek Greenbelt:** An eight-acre stretch of land which connects to Acacia Park in East Fullerton.

- **Bastanchury-Malvern Greenbelt:** About 23 acres of unimproved land along the west side of Bastanchury Road between Malvern Avenue and Euclid Street and along the east side of Parks Road north of Bastanchury Road.

- **West Coyote Hills Greenbelt System:** Located in the West Coyote Hills, the 10-acre park and additional greenbelt areas are noted for the abundant plantings within a natural setting.

3 NATURAL RESOURCES

Information on the biological resources of Fullerton was obtained from the Biological Assessment for the proposed Coyote Hills East Project, the Imperial Properties Biological Resources Assessment, and the Coyote Hills West Master Plan Study EIR. More information on the City's biological resources is found in the General Plan EIR.

The City of Fullerton is 90 percent developed and has limited natural biological habitats. Significant biological resources have been found, however, in the Coyote Hills East and West Specific Plan Areas. Although the Coyote Hills East Specific Plan has been planned for development, a Habitat Conservation Plan has been approved for this area that mitigates impacts to the threatened California gnatcatcher.

3.1 Vegetation

The biological information in the previously identified EIRs indicates that there are four main native plant communities in the City: riparian scrub, oak woodland, coastal sage scrub, and cactus scrub. One sensitive plant species, the Many-Stemmed Dudleya, has been recorded in the City vicinity and may occur on any of the three EIR sites; however, none was found during site visits.

Coastal Sage Scrub is found throughout the Coyote Hills East and West areas, and the Unocal Imperial property. The coastal sage scrub community in these areas consists of low-growing, soft-woody, aromatic shrubs and herbaceous plants that grow on steep slopes, ridgelines, and gentle hillsides in thin, rocky soils. Coastal sage scrub is considered sensitive by resource conservation agencies because it provides habitat for several sensitive species, including the San Diego horned lizard, the California gnatcatcher, and the San Diego cactus wren. Urbanization is rapidly diminishing this habitat throughout Southern California. Though disturbed in some areas because of past oil drilling operations, the coastal sage scrub habitat within Fullerton is of relatively high quality as wildlife habitat.

Cactus scrub is a unique plant community in the West Coyote Hills. It is characterized by patches of several locally distinctive forms of cactus (morphotypes) that vary in height from two to five feet, in color of the pads, and other features. Although limited portions of the Coyote Hills West have been developed, cactus scrub remains in several areas.

Live-oak trees (*Quercus agrifolia*) that form a sparse oak woodland have been reported in the West Coyote Hills.

Riparian Woodland is a community of shrubs and trees associated with seasonally dry creek beds and drainages. This community is found in scattered locations in the West Coyote Hills but may not remain due to proposed development of the area. Mulefat Riparian Scrub is found along a narrow drainage area which runs from the northeastern corner of Coyote Hills East through the disturbed areas, and exits the southwest corner of the site. The average width of the drainage is approximately 20 feet and is dominated by mulefat. Several areas of the drainage support stands of arroyo willow and black willow. Two areas of the willow riparian plant community occur in the southwestern portion of the Unocal Imperial property.

Non-native grasslands were found in the Coyote Hills East. These are not considered sensitive vegetation resources. Along the western boundary of the City, and in a small area in the center of the Unocal Imperial property, extensive grading and soil disturbance have occurred, resulting in a number of ruderal (weedlike) plant species.

Table RM-3 summarizes significant vegetation resources in the City.

TABLE RM-3
SENSITIVE PLANT SPECIES AND COMMUNITIES IN THE FULLERTON REGION

Species	Status[1]		Comments
	Federal	State/Local	
PLANTS			
Dudleya multicaulis Many-stemmed dudleya	FC2	CNPS 1B	Occurs on clay or rocky substrates in Los Angeles, Orange and Riverside Counties. This species has been reported in Brea Canyon, the Peralta Hills, and Weir Canyon. Potentially occurs in East and West Coyote Hills.
Calochortus catalinae Catalina mariposa lily		CNPS 4	Found in grasslands of Orange and Los Angeles Counties and north to Santa Cruz. Potentially occurs in East and West Coyote Hills.
Calochortus weedii var. *intermedius* Foothill mariposa lily		CNPS 1B	Occurs in dry openings of sage scrub or chaparral habitats. Historical and recent records have noted this species in the Chino-Puente Hills and in the Carbon Canyon area. Potentially occurs in East and West Coyote Hills.
PLANT COMMUNITIES			
Southern coast live-oak and cotton wood, willow riparian forests, southern willow scrub	Mulefat riparian scrub has been reported from East and West Coyote Hills and on the Unocal Imperial property.		
California walnut woodland	Reported from La Habra quadrangle, 1.5 miles south of SR-60 on Fullerton Road; Brea, Tonner, Carbon and Soquel Canyons; known from west side of Fullerton Road (1 mile southwest of Rowland Heights) in Puente Hills.		
Oak woodland	Oak woodlands occur along many stream courses in the Specific Plan areas. The community is dominated by coast live oak, with California sycamores interspersed.		
Riversidean coastal sage scrub	Relatively undisturbed stands of coastal sage scrub are found in the East and West Coyote Hills sites, with the most contiguous, highest quality habitat occurring on eastern slopes.		

[1] The legend for the state and federal status abbreviations is found at the end of Table RM-4.

3.2 Wildlife

The City's open spaces support wildlife species typical of suburban cities that retain large natural and landscaped areas. Most of these species are common, widespread, and highly adaptable to urbanization and human presence. Willow riparian and coastal sage scrub communities typically support diverse and abundant wildlife populations; however, because of the isolation of Fullerton's open space and oil activities within these areas, these communities offer limited wildlife habitat. Table RM-4 identifies sensitive wildlife species in the City.

The coastal sage scrub habitat provides nesting, foraging, and cover opportunities for a variety of bird species. The California gnatcatcher, which is listed as threatened by the U.S. Fish and Wildlife Service (USFWS), is found in the City, largely in the East and West Coyote Hills. Other sensitive species such as the San Diego cactus wren also occur in these areas.

The Endangered Species Act was amended in 1982 to establish a conservation planning process that allows the incidental "take" of a threatened or endangered species. This provision of the Act allows the USFWS to permit the "take" of a listed species in cases where the take is "incidental to, and not the purpose of carrying out otherwise lawful activities." An application for a "take" permit requires preparation of a Habitat

Conservation Plan (HCP). The purpose of the HCP is to acquire and manage habitats that support endangered and other special status species. Approval of the HCP by appropriate agencies satisfies the requirements for obtaining a Federal 10A permit.

Local environmental interest groups, the USFWS, and the California Department of Fish and Game have expressed interest in the maintenance or replacement of the entire impacted 110 acres of coastal sage scrub habitat of the California gnatcatcher and San Diego cactus wren found on the East Coyote Hills project site, as well as similar areas in the West Coyote Hills. These groups are concerned that remaining natural habitat in the City will be lost if measures are not taken to preserve these areas prior to development. The areas of coastal sage scrub within the Coyote Hills East Specific Plan area have been identified as Habitat Conservation and will be protected from development by dedication of a conservation easement. Implementation of the Habitat Conservation Plan that has been approved for the Coyote Hills East Specific Plan will mitigate impacts to the California gnatcatcher and the San Diego coastal cactus wren. A Federal 10A permit has been issued for approximately 129 acres of permanently preserved wildlife habitat in the East Coyote Hills, 60 acres of which are sited within the golf course.

3.3 Agricultural Resources

The Fullerton area contains two areas which are currently used for agriculture: the Bastanchury Greenbelt (designated as Parks and Recreation) and the northern portion of the Hughes Aircraft site (designated as Industrial). The lands are not classified as "Important Farmland" according to the 1982 County of Orange Resources Element.

The Bastanchury Greenbelt is intended to be preserved for public recreation, while the Hughes Aircraft site could potentially be developed under its Industrial designation.

3.4 Mineral Resources

The State Mining and Geology Board classifies construction aggregate as an important mineral commodity. Mineral Resource Zones have been established per the Surface Mining and Reclamation Act (SMARA) for areas possessing minerals of Statewide or regional importance. The primary objectives of SMARA are the assurance of adequate supplies of mineral resources important to California's economy and the reclamation of mined lands. These objectives are implemented through land use planning and regulatory programs administered by local government with the assistance of the State. The City of Fullerton does not contain any areas designated as Mineral Resource Zones.

TABLE RM-4
SENSITIVE ANIMAL SPECIES IN THE FULLERTON REGION

Species	Status		Comments
	Federal	State/Local	
MAMMALS			
Perognathus longimembris brevinasus Los Angeles pocket mouse	FC2	CSSC	Occurs on alluvial, sandy soils in a variety of habitats, mainly sage scrub, chaparral, and grassland. This species has not been recorded from the project area, but it potentially occurs there.
Lepus californicus bennettii San Diego black tailed jack rabbit	FC2	-	Potentially occurs in open habitats and disturbed habitats in the Coyote Hills East and West.
Neotoma lepida intermedia San Diego desert woodrat	FC2		Occurs in coastal sage scrub and chaparral. Potentially occurs in open habitats and disturbed habitats in the Coyote Hills East and West.
BIRDS			
Asio otus Long-eared owl	None	CSSC	Occurs in montane and foothill riparian communities. Reported in Fullerton.
Accipter cooperi Cooper hawk	None	CSSC	Prefer woodland habitats, uncommon in urban areas. Expected to occur as migrant or resident in Coyote Hills (East or West).
Accipter striatus Sharp-shinned hawk	None	CSSC	
Campylorhynchus brunneicapillus cousei San Diego cactus wren (coastal population)	FC2	CSSC	Occurs in sage scrub with abundant prickly pear cactus. At least 6 breeding pairs were censused in Coyote Hills East in 1991. Also known from the Coyote Hills West.
Polioptila californica californica California gnatcatcher	T	CSSC	Found exclusively in coastal sage scrub habitat. At least 10 breeding pairs were censused in Coyote Hills East between 1991 and 1993. Also known from Coyote Hills West, although no estimates were available on their numbers. The Coyote Hills gnatcatchers are the northern-most population of gnatcatchers in Orange County.
Athene cunicularia Burrowing owl	None	CSSC	In the project region, occurs in disturbed grassland habitats, usually in and around abandoned ground squirrel burrows. Not reported in Fullerton but potentially occurs in Coyote Hills East and West.
Lanius ludovicianus Loggerhead shrike	FC2		Occurs in a variety of habitats, including coastal sage scrub, open woodland, and grasslands, preferring the interfaces between these habitats. Expected to occur in Coyote Hills East and West.
AMPHIBIANS AND REPTILES			
Phrynosoma coronatum blainvillei San Diego coast horned lizard	FC2	CSSC	Occurs in coastal sage scrub, chaparral, and grassland habitats. Expected to occur in Coyote Hills East and West.
Cnemidophorus hyperythrus Orange-throated whiptail lizard	FC2	CSSC	Inhabits low elevation coastal scrub, chaparral and valley foothill hardwood. Found in a variety of scrub habitats, usually those with at least 50 percent plant cover with an accumulation of leaf litter at the ground surface. Also found in the disturbed habitat along horse trails and berms along dirt roads found in scrub habitat. Not reported in Fullerton but potentially occurs in Coyote Hills East and West.

Source: 1993 California Natural Diversity Database.

CSSC	California Species of Special Concern. Species considered by the Department of Fish and Game to be declining or vulnerable to extinction and may be considered for listing or special management and protection measures.
CNPS 1B	California Native Plant Society list of endangerment; plants rarely threatened or endangered in California and elsewhere.
CNPS 4	California Native Plant Society list of endangerment; plants of limited distribution - a "watch" list.
T	Threatened. Listed as threatened by state or federal agencies for species likely to become endangered in the foreseeable future if declining population trends continue.
FC2	Federal Candidate 2. Species which are currently considered vulnerable to being threatened or endangered, but not enough data have been collected to support a proposal for listing.

3.5 Petroleum Resources

Fullerton's petroleum resources are in the form of oil deposits. This non-renewable resource is formed through a slow geologic process and is associated with a number of sub-surface geologic structures in the Los Angeles sedimentary basin. The on-shore fields are aligned with the Newport-Inglewood and Whittier fault zones which have facilitated the entrapment of petroleum resources.

Oil extraction, which began in 1897 in Orange County, has been declining on the whole over the past decade due to depletion in the fields. Oil extraction in Fullerton is also declining as resources are depleted, cost returns are diminishing and development pressure continues to exist. The City of Fullerton has oil fields located in the Coyote Hills East and West areas. The Coyote Hills West oil field has 79 producing wells, and according to the Division of Oils and Gas, produced 567 million barrels of oil between 1990 and 1994. The Coyote Hills East oil field has 94 operating wells and has produced 560 million barrels of oil between 1990 and 1994.

3.6 Tree Resources

One notable characteristic that sets Fullerton apart from surrounding communities is its trees. Fullerton is recognized as a national Tree City with a well-established street tree network and numerous other public and private areas that support a wide variety of mature trees. The intent of the City is to plant additional trees and to maintain existing street, park and other public and private trees to enhance the City's overall character and sense of place.

4 OPEN SPACE AND NATURAL RESOURCES PLAN

The City's Open Space Plan, summarized in Table RM-5 and depicted in Exhibit RM-1, provides policy for the 759.05 acres of land designated as Recreation/Park land by the Land Use Element and the 602.7 total acres of open space in the East and West Coyote Hills areas, designated as Greenbelt Concept by the Land Use Element. Improved and unimproved public open space, including parks and recreational uses, wildlife and vegetation habitat preservation areas, conservation areas for the managed production of resources, and private open space resources are addressed. Significant canyons, hillsides and ridges are preserved to the extent possible, and a system of vista points are located in the East and West Coyote Hills areas to maximize the visual amenities offered by the natural terrain.

See Policy RM-2.1 and 2.2

TABLE RM-5 RESOURCE MANAGEMENT PLAN	
Type	**Acreage**
PUBLIC RECREATION/OPEN SPACE	
Neighborhood Parks	167.52
Specialized Parks	332.5
Regional Parks	215.0[1]
Vista Parks	48.27
School/Parks	(76.0)[2]
Other Public Recreation Areas	54.0
NATURAL OPEN SPACE	
Habitat Conservation	253.0
Greenbelt	82.0
PRIVATE OPEN SPACE	
Privately Owned Facilities	505.3
TOTAL	1659.87

1. Not all of this acreage is within the City. For example, the 40 acre Tri-City Park is totally within Placentia; Craig Regional Park (124 acres) contains some territory in Brea; and the 51 acre Ralph B. Clark Regional Park is about equally split between Fullerton and Buena Park.
2. This acreage is a sub-category of neighborhood parks and is included in the total acreage of 167.52 for that category.

City of Fullerton
General Plan

Open Space

- Neighborhood Parks
- Specialized Parks
- Regional Parks
- School Facilities
- Vista Park Sites
- Greenbelt Parks
- Privately Owned Facilities
- Habitat Conservation Areas

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CITY OF FULLERTON CALIFORNIA

900 0 900 1800 2700 3600 4500 5400 Feet

City of Fullerton
Development Services Department
Geographic Information Sytems

Note: Refer to the Coyote Hills and Imperial Property Specific Plans, and to the Amerige Heights Specific Plan District for greater detail in those areas.

SVCOFGIS/GISDATA/PROJECTS/PROJECTS_OLD_MAPBASE/GENERAL PLAN EXHIBITS/OPENSPAC.APR

The Resource Management Plan is based on goals, policies and programs which support the continued availability of open land for the enjoyment of beauty, for recreation, and for the preservation of natural resources. The primary goal of the Resource Management Plan is to provide an effective system of park lands, preserved open spaces, and recreational trails sufficient to meet residents' needs. Several city programs, including use of a park land to population ratio, a park fee for newly constructed residences, and park dedication requirements for large developments, serve to achieve this goal.

4.1 Community Needs Assessment

Current and future park land needs in the City are based on a ratio of four park land acres for every 1,000 residents. Park land refers to publicly owned park and recreational areas within the City and does not include private open space (such as private golf courses), public schools with the exception of the school/park facilities, regional park facilities, or areas preserved for habitat and other purposes. However, their importance in supplementing open space resources to meet the needs in the City is recognized. It is also important to note that the City's target ratio represents a minimum ideal amount of parkland. Public lands in excess of this ratio are only "surplus" with regard to this minimum ideal rating and should not be understood as unneeded.

See Policy RM- 2.2

4.1.1 Park Land to Population Ratio

As Table RM-6 shows, existing park and recreational facilities meet the City's 1:4 park acres to population ratio. The inventory of park land and recreational facilities is further augmented by the proximity of three regional parks providing 188 acres of public recreational facilities.

TABLE RM-6
EXISTING PARK LAND NEEDS ASSESSMENT

Population	Acres Needed[2]	Park Facilities			Total Acres	Surplus
		Neighborhood Parks	Specialized Parks	Greenbelt		
119,527[1]	478.3	167.52	245.3	82	494.8	16.5

1. Department of Finance, 1993 Population Estimate.
2. Based on a ratio of 4 acres per 1,000 population.

4.2 Proposed Parks and Recreational Facilities

Future recreational facilities for the City of Fullerton include three vista parks, a trail rest park and a sports complex in the East Coyote Hills, and five vista park sites and a nature park in the West Coyote Hills. Table RM-7 identifies the proposed park and recreational facilities in the City.

TABLE RM-7
PROPOSED RECREATIONAL FACILITIES

Facility	Acres
NEIGHBORHOOD PARKS	49.27
East Coyote Hills Panorama Park[1]	8
East Coyote Hills Vista Park	11
East Coyote Hills View Park	2
East Coyote Hills Trail Rest Park	1
West Coyote Hills Vista Parks (5)	27.27
SPECIALIZED PARKS	87.2
East Coyote Hills Sports Complex	14.5
West Coyote Hills Nature Park	72.7
TOTAL	**136.47**

1. This park site accommodates habitat conservation lands.

The projected population at General Plan buildout will require 519.6 acres of improved and passive "usable" open space to meet the anticipated need. Existing usable resources are insufficient to meet the projected needs. However, completion of the proposed projects will yield a surplus acreage of recreational opportunities in the City, as shown in Table RM-8.

TABLE RM-8
FUTURE PARK LAND NEEDS ASSESSMENT

Buildout Population[2]	Park Acres Needed[2]	Planned Park Facilities			Total Future Acres	**Surplus**
		Neighbor-hood Parks	**Specialized Parks**	**Green-belt**		
135,998	544	216.79	332.5	82	631.29	87.29

1. Based on a 1993 population of 119,527 plus 16,471 additional populations at buildout per Land Use Element (Table LU-3).
2. Based on a ratio of 4 acres per 1,000 population.

4.3 Private Open Space

The Open Space Plan also acknowledges that some open space resources will be privately owned and/or operated in order for the City to accomplish its objectives for preservation of its natural resources to and to provide adequate parks and recreational facilities to meet the needs of its residents. This approach supports the City's intent to balance the interests of environmental quality with economic development interests. Any privately owned open space uses, such as golf courses, equestrian centers, nurseries, campgrounds, tennis and handball clubs, or other related uses are considered integral to the public open space and recreational resources and should be preserved. As well, community association facilities, landscaped areas within residential subdivisions, and vegetated slopes within private ownership contribute to the overall open space resources in the City.

4.4 Recreational Trails

See Policy RM-2.3

The Fullerton Master Plan of Recreational Trails is a self-contained network designed to provide both transportation and recreation. Most trails are intended to be independent, off-road paths to provide safe foot, equestrian, and off-road recreational bicycle travel for all residents of the community. The network is designed to connect areas of scenic and natural value such as regional and community parks, vista parks, undevelopable hillside lands and open space preserved for conservation purposes.

The City's Recreational Trail Plan, shown in Exhibit RM-2, is comprised of four types of trails as follows:

Regional Trails: Fullerton has one regional trail, the Fullerton Regional Riding and Hiking Trail. It provides a connection between the City's network of recreational trails with those in Carbon Canyon Regional Park and the City of Yorba Linda. One section of the regional trail, between Harbor Boulevard and State College Avenue, along a portion of Bastanchury Road, is expected to be completed by 1996.

Backbone Trails: Backbone trails are off-road local trails provided for users throughout the City. These trails generally traverse the City in extended north-south and east-west directions and/or provide a major loop in the network. As an officially designated part of the network, the acquisition and easement rights to use the trails rest with the City.

Connector Trails: Connector trails are localized trails which provide access within given neighborhoods to backbone trails, representing a combination of on-road and off-road facilities. The responsibility of maintaining these trails is shared by the City and the residents adjacent to the trail.

Feeder Trails: A feeder trail is very short in length and is intended to only allow adjacent properties access to connector or backbone trails. Feeder trails are typically constructed through private property, and landowners will usually possess all rights and responsibilities of the trail. Feeder trails are not depicted on the Recreational Trails Exhibit.

Exhibit RM-3 shows the cross section for recreational trails.

Plans for development of various residential areas within the East and West Coyote Hills areas include recreational trail additions and connections which are required as conditions of approval for those projects. Where right-of-way is shared, particularly in the case of shared trails for equestrian/bicycle use, proper separation is required to minimize conflict.

4.4.1 Signage and Crossing Design

Trail crossings at local residential streets should be marked with appropriate signage, striping and roughened surfaces. Wherever possible, crossings at arterial highways should be limited to signalized intersections. Below grade tunnels should be constructed at key trail crossings where signalization is not feasible.

An underpass already exists at the Euclid Street/Bastanchury Road intersection; it is maintained through a joint effort by the City and local equestrian interests. A similar crossing is also in place under Bastanchury Road east of Harbor Boulevard. Another key crossing point under Harbor Boulevard may be possible by utilizing the Union Pacific right-of-way if permission is given by the railroad.

Signs denoting official trail names and length should be located at all points where a connector trail meets a backbone trail and at the end points of a backbone trail.

4.4.2 Equestrian Facilities

Laguna Lake Park has an equestrian center for horse training, shows, clinics and play days. The land and restroom facilities are owned and maintained by the City of Fullerton; the other two buildings, bleachers, and rings are owned and maintained by the Fullerton Recreational Riders.

With the future development of the remaining hillside areas, it may be desirable to have similar types of facilities in the northeastern section of Fullerton. The 1989 Equestrian Task Force Study recommended that a 150-stall facility be sited either within the West Coyote Hills Specific Plan area, the Bastanchury Greenbelt area, or the Brea Dam Recreation Area. The City's principal concern is the placement of recreational trails to ensure a linkage from one facility to another, not the development of specialized equestrian facilities themselves.

RECREATIONAL TRAILS

Exhibit RM-2
(Amended 11/21/00 - City Council Resolution No. 9200)

SVCOFGIS\GISDATA\PROJECTS\PROJECTS_OLD_MAPBASE\GENERAL PLAN EXHIBITS\RECTRAILS.APR

- Regional Trail
- Backbone Trail
- Connector Trail
- Trail not yet constructed
- Trail Head

Public Parks

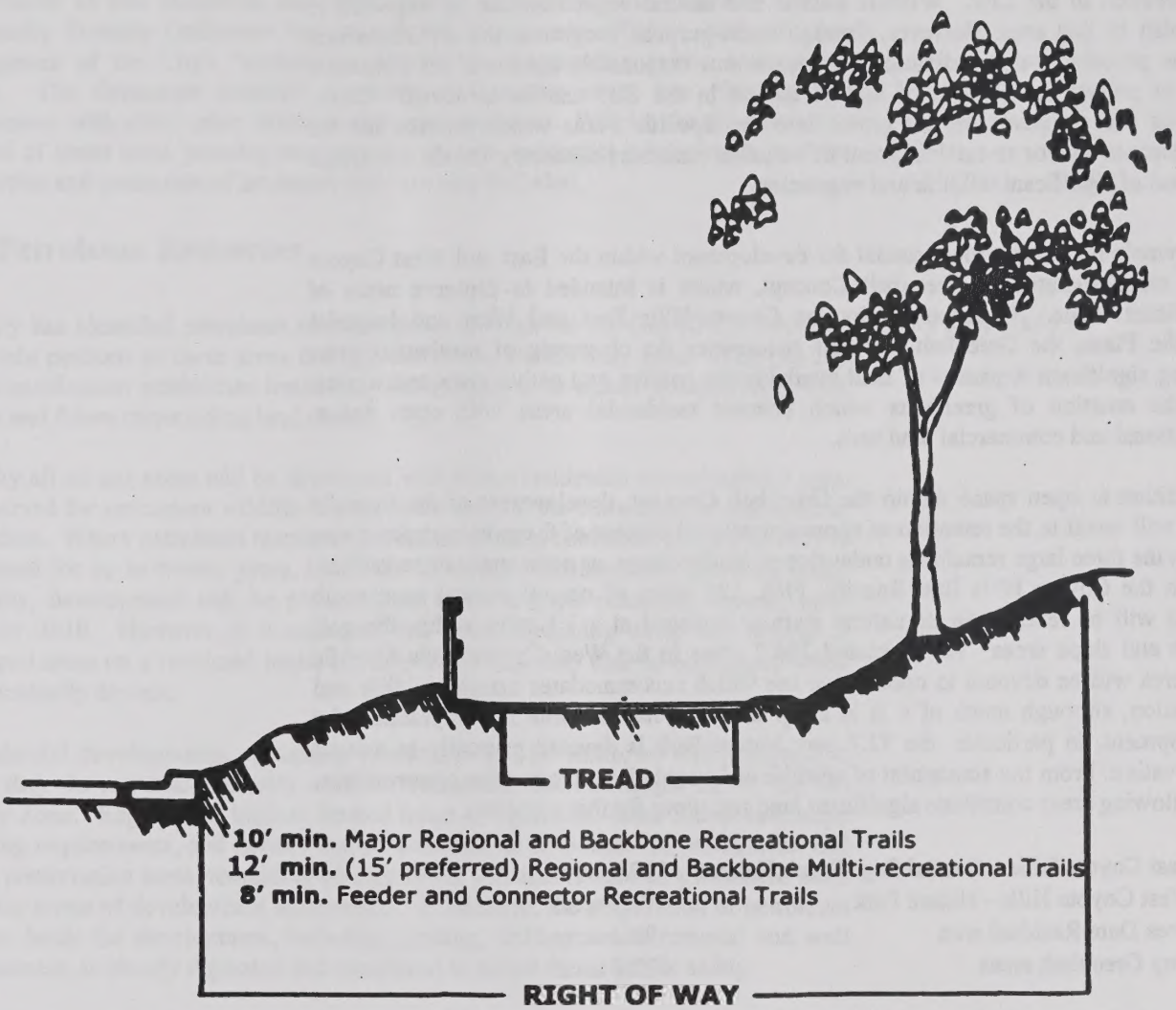
1. Byerrum Park
2. Chapman Park
3. Lions Field
4. Hillcrest Park
5. Truslow Park
6. Lemon Park
7. Amerige Park
8. Richman Park
9. Woodcrest Park
10. Ford Park
11. Independence Park
12. Nicolas Park
13. Pacific Drive Park
14. Orangethorpe Park
15. Gilbert Park
16. Olive Park
17. Valencia School Park
18. Adlena Park
19. Fern School Park
20. Emery Park
21. Edward H. White II Park
22. Roger Chafee Park
23. Ralph B. Clark Regional Park
24. West Coyote Hills Park
25. West Coyote Hills Tree Park
26. Virgil "Gus" Grissom Park
27. West Coyote Hills Nature Preserve
28. Laguna Lake Park
29. Brea Dam Recreational Area
30. Hermosa School Park
31. Trail Rest Park
32. Rolling Hills Park
33. Panorama Nature Preserve
34. Vista Park
35. Craig Regional Park
36. Gilman Park
37. Acacia Park
38. Downtown Plaza
39. Hiltscher Park

N W E S

CITY OF FULLERTON CALIFORNIA

City of Fullerton
Development Services Department
Geographic Information System

RECREATIONAL TRAIL CROSS SECTION



16'-20' min. Major Regional and Backbone Recreational Trails
16'-20' min. Regional and Backbone Multi-recreational Trails
10' min. Feeder and Connector Recreational Trails

Additional details are available in the
City of Fullerton Recreational Design Standards

CITY OF FULLERTON

4.5 Wildlife and Vegetation

See Policy RM-1.1 and 1.2

As Fullerton continues to develop, additional pressure will be placed on the remaining natural environment. The remaining undeveloped portions of Fullerton, primarily located in the East and West Coyote Hills Specific Plan areas, and within the Imperial Unocal property, offer or represent the remaining opportunities for natural resource preservation in the City. Wildlife habitat and natural vegetation can be expected to diminish in this area. However, through multi-purpose programs, the environmental review process, and coordination among various responsible agencies, the important goal of preserving portions of natural habitat in the City can be achieved. Goals, policies and programs are integrated into the Specific Plans which provide for the maintenance and/or re-establishment of valuable resources necessary for the continued survival of significant wildlife and vegetation.

The remaining lands with potential for development within the East and West Coyote Hills are designated as Greenbelt Concept, which is intended to preserve areas of significant value. Implemented by the Coyote Hills East and West and Imperial Specific Plans, the Greenbelt Concept encourages the clustering of residential uses, leaving significant expanses of land available for passive and active open space uses, and the creation of greenbelts which connect residential areas with open space, educational and commercial land uses.

In addition to open space within the Greenbelt Concept, development of the Specific Plans will result in the retention of approximately 40 percent of the existing open space within the three large remaining undeveloped landholdings, as open space or recreation. Within the Coyote Hills East Specific Plan, 129 acres of natural coastal sage scrub habitat will be retained in its natural state or replaced at a 1:1 ratio within the golf course and slope areas. An estimated 284.7 acres in the West Coyote Hills Specific Plan area will be devoted to open space use which accommodates natural wildlife and vegetation, although much of it is in steep slopes or has unstable soil impractical for development. In particular, the 72.7 acre Nature Park is devoted primarily to natural preservation. From the standpoint of wildlife and vegetation preservation opportunities, the following areas contribute significant land resources for that purposes:

- East Coyote Hills - Coastal Sage Scrub Habitat 129.0 acres
- West Coyote Hills - Nature Park 72.7 acres
- Brea Dam Residual area 92.2 acres
- City Greenbelt areas 82.0 acres

This total of almost 286 acres is conservative, in that many other categories of open space will contribute to the City's wildlife and vegetation habitat. For example, the natural open space in the West Coyote Hills area, portions of the Greenbelt Concept residential areas, segments of many park sites, and portions of the privately owned open space all have wildlife and vegetation value, even though they may not be intended exclusively for that purpose.

Areas which are designated by the Public Safety Map (Community Health and Safety Element Exhibit CHS-1) as containing geologic hazards, including unstable soils, faultlines or areas of potential liquefaction, generally fall within open space areas. A large percentage of the land preserved as natural open space within the West Coyote Hills is classified as steep slope or unstable soil area. Those areas containing geologic conditions which are not preserved within the open space network shall be subject to stringent standards of soil stabilization.

4.6 Trees

The Resource Management Element was amended in 1992 to include goals and policies that ensure the continuation and promotion of good horticultural practices, establishment and maintenance of an optimal level of age and species diversity, conservation of tree resources, and other essential objectives. In February 1995 a Community Forestry Ordinance was established to promote efficient, cost effective management of the City's "community forest" by coordinating public and private efforts. The Ordinance contains standards to integrate street tree planting and maintenance with other urban infrastructure improvements. Policies for alteration and removal of street trees, planting requirements in new residential subdivisions, and the recognition and protection of landmark trees are also included.

4.7 Petroleum Resources

The City has identified petroleum resource areas through the Oil-Gas (O-G) Zone and will retain portions of these areas through use of the Oil Overlay Zone. The Oil-Gas Zone classification establishes limitations on operations to ensure compatibility with present and future surrounding land uses.

See Policy RM-5.1

Virtually all oil-gas areas will be developed with either residential or recreational uses, or preserved for permanent wildlife habitat under the Coyote Hills Specific Plans areas, at buildout. Where petroleum resources are still available, continued drilling activity is anticipated for up to twenty years, based on economic conditions and operating costs. Generally, development will be phased in as remaining oil resources deplete, most likely by 2010. However, it is expected that some producing wells will remain in developed areas on a restricted basis, with the intent that they also be abandoned when they eventually deplete.

In residential developments, remaining operations will be restricted and regulated to assure they do not interfere with adjacent residential users through use of the Oil Overlay Zone. Regulations include limited hours of operation, noise limits, landscape screening requirements, and notices before maintenance activities. In recreational and habitat preservation areas, remaining oil operations will also remain on a restricted basis under the terms of development agreements. In addition, the preparation of petroleum resource lands for development, including grading, drilling, waste removal and well abandonment, is closely regulated and monitored to assure future public safety.

5 SCENIC CORRIDORS AND RURAL STREETS PLAN

Fullerton recognizes that the "view from the road" is important in shaping public attitudes about the City. The Coyote Hills in the northern section of Fullerton, a number of scenic drives, various neighborhoods, and roadside vantage points have become distinctive settings particular to the community.

See Policies RM-3.1, 3.2, and 3.3

A scenic corridor consists of the visible land area outside a highway right-of-way which realistically can be protected or preserved through land use control, and is generally described as "the view from the road". As such, the lateral extent of a corridor will vary with the natural characteristics of the landscape as viewed by the motorist and, in Fullerton's case, the characteristics of the urbanscape.

Many of Fullerton's roadways are scenic corridors. Particular attention is focused on the City's northern streets because of the view of the local foothills and valleys, "long-distance" views southward to the Pacific Ocean, northwesterly views toward the Los Angeles slope line, and north/northeasterly views to the Puente Hills and San Gabriel Mountains.

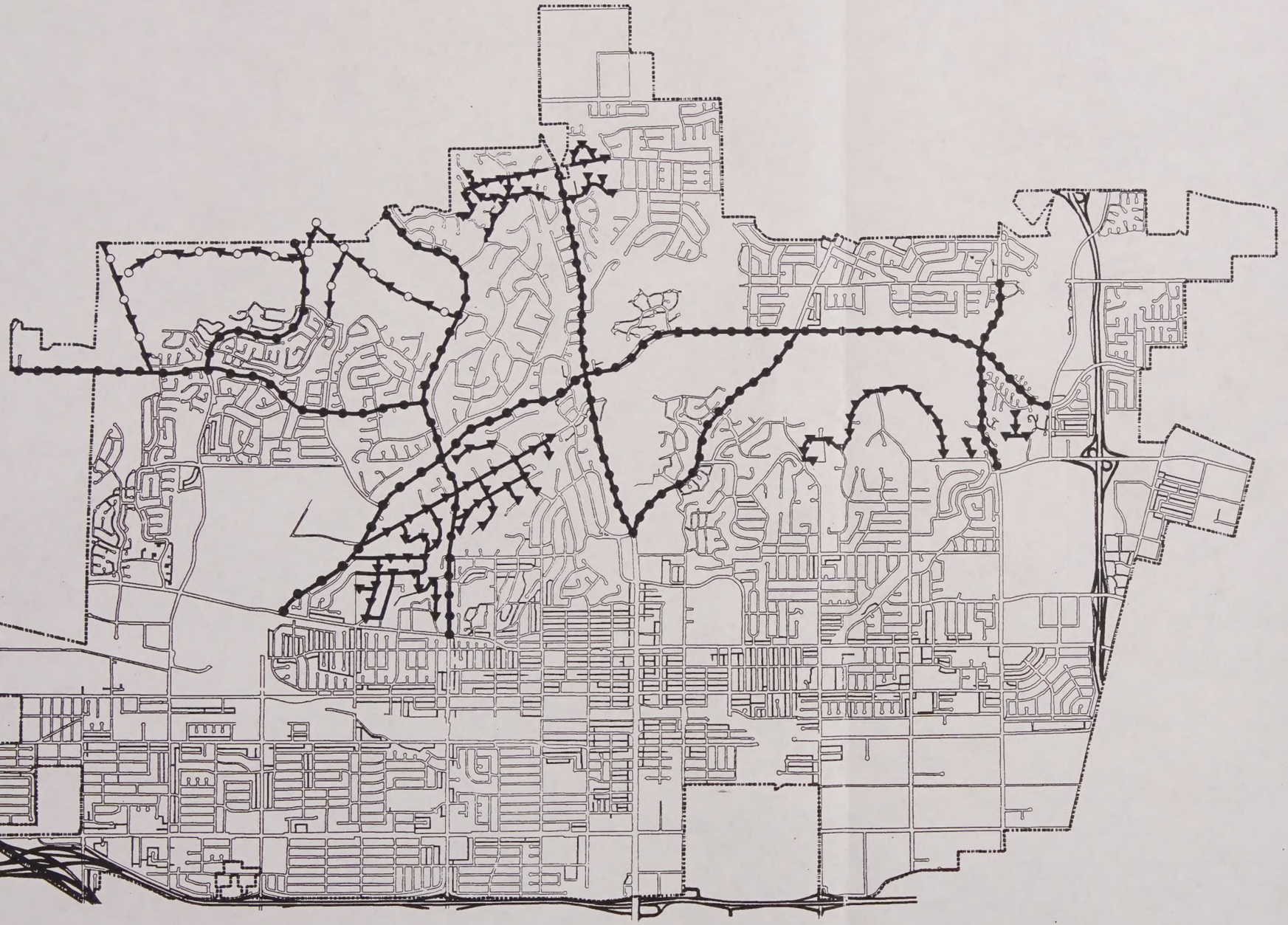
The protection and enhancement of the City's "view from the road" is critical in promoting the quality image of Fullerton. Accordingly, the City has designated several roadway segments as scenic corridors, with the intent that they be designed and improved in ways which preserve their aesthetic value. The job of protecting scenic corridors must be viewed as a long term task.

Scenic Highway Design Guidelines are provided in the Technical Appendices. It is not the intent of the Scenic Highway Design Guidelines to preclude private development of land along scenic corridors; rather, the guidelines provide a series of special controls for land improvements fronting these streets in order to maintain their value as scenic drives.

The City also has a series of streets which are designated as "rural." This classification is intended to preserve pastoral qualities along a number of picturesque rural residential street frontages. Predominant characteristics of the rural street designation are the absence of sidewalks, curbs and gutters, street lights and parkway trees.

5.1 Scenic Corridors/Rural Streets Map

Exhibit RM-4 shows the location of the City's scenic corridors and rural streets. The design criteria applicable to them are contained in the General Plan Technical Appendices. The protection of existing natural features, such as topography, stands of trees, and other plant material of substantial scenic value is a key component of the guidelines, as is control of building and site design. Outdoor advertising and signage are also addressed. As part of the General Plan Update, one additional scenic highway segment, Bastanchury Road from Malvern Avenue to Harbor Boulevard, was added.



SCENIC CORRIDORS RURAL STREETS MAP

LEGEND

ADOPTED SCENIC CORRIDOR\ RURAL STREETS

Scenic Corridor Existing Road

Scenic Corridor Road not yet constructed

Existing Rural Road

Note: Refer to Scenic Corridors/Rural Road Design Guidelines for further details

NORTH

Scale in miles

0 1/4 1/2 3/4 1

CITY OF FULLERTON

6 HISTORIC AND CULTURAL RESOURCES PLAN

Fullerton has many buildings, sites and neighborhoods of particular interest and significance. Some are associated with historic events, others with the City's founding pioneers. Others are distinctive in architectural design or landscape treatment. These buildings and areas contribute significantly to the City's character.

The Historic and Cultural Resources Plan is intended to preserve the City's significant historic resources. Goals, policies and programs call for active protection and preservation of these resources, through adaptive reuse and design review that promotes compatibility of new development with the old. The goals, policies and programs also encourage the use of incentives for rehabilitation and maintenance.

See Policy RM-1.3

6.1 Historic and Cultural Resources Preservation

The City Historical Building Survey was initially conducted in conjunction with a grant received from the State Office of Historical Preservation in 1979. The purpose of the survey is to develop a comprehensive inventory of what is on the ground in the oldest areas of town and any resources of significance in the newer areas. The original inventory, based on a lot-by-lot survey of the pre-1940 areas of Fullerton, not only pointed out significant structures but also identified neighborhoods, streetscapes and districts.

The Historical Building Survey identifies over 100 individual structures worthy of community recognition, as listed in Table RM-9. Several structures are on the National Register of Historic Places. Some are officially designated Local Landmarks while others are considered significant properties (i.e., potential Local Landmarks).

In addition to the inventory of properties considered to be significant to Fullerton's past or having special qualities, the survey also identifies sixteen potential Landmark districts. Three (1200 block of East Central Ave, 100 and 200 blocks of West Valencia Drive and the 100 block of West Ash Avenue) were identified during the 1994 General Plan Update program. A number of the historically significant structures listed in Table RM-9 are contained within these districts.

Significant Properties identified in the City's Historic Building Survey are considered potential Local Landmarks and are automatically subject to the regulations and restrictions of Chapter 15.48 of the Zoning Ordinance. Potential Landmark Districts identified in the survey are only subject to regulation if officially designated as Landmark Districts under the Ordinance, which requires a 51% approval of the affected property owners. Potential Local Landmarks can also be officially designated as Local Landmarks. To become designated, properties, buildings and/or other urban features must first be nominated, by either the City or property owner, and reviewed by the City's Landmarks Commission. The Commission bases its decision on a variety of factors including the property's role and/or value in local history, its character or exemplification of a particularly important architectural style or its representation of an established and familiar visual feature to a neighborhood.

If officially designated, the affected resource becomes subject to additional restrictions intended to protect it from alterations which would compromise its historical features. Specific restrictions applicable to each site are determined at the time of designation. Future demolition, relocation, exterior construction and additions, work affecting walls, fences, or signs, tree removal, and other substantial alterations proposed for designated landmarks or districts are all subject to discretionary approval by the Landmarks Commission.

Exhibit RM-5 shows potentially historic districts, properties currently listed on the National Register of Historic Places, and those sites with attributes eligible for listing on the National Register.

TABLE RM-9
HISTORIC RESOURCES: NATIONAL REGISTER PROPERTIES, POTENTIAL NATIONAL PROPERTIES, LOCAL LANDMARK PROPERTIES, AND POTENTIAL LOCAL LANDMARK PROPERTIES

ADDRESS	NAME	STATUS
1731 N Bradford Avenue	Pierotti House	National Register
201 E Chapman Avenue	Plummer Auditorium	National Register
515 E Chapman Avenue	Hetebrink House	National Register
122 N Harbor Boulevard	Farmers & Merchants Bank/Landmark Plaza	National Register
1201 W Malvern Avenue	Muckenthaler Cultural Center	National Register
2501 E Nutwood Avenue	Heritage House - CSUF Campus	National Register
110 E Santa Fe Avenue	Union Pacific Depot - relocated from 105 W Truslow	National Register
110 E Wilshire Avenue	Chapman Building	National Register
120 E Santa Fe Avenue	Santa Fe Depot	National Register
201 W. Truslow Avenue	Elephant Packing House	National Register
146 E Amerige Avenue	Church of Religious Science	Potential National Register
201 E Amerige Avenue	Fullerton General Hospital	Potential National Register
142 E Chapman Avenue	Self-Realization Fellowship Church	Potential National Register
213 Claire Avenue	Noutary House	Potential National Register
2501 E Nutwood Avenue	Hetebrink House - CSUF Campus	Potential National Register
314 N Pomona Avenue	Pomona Bungalow Court	Potential National Register
142 E Amerige Avenue	Methodist Parsonage	Local Landmark
315 E Amerige Avenue	Cusick House	Local Landmark
520 W Amerige Avenue	Ruddock House	Local Landmark
126 N Balcom Avenue	Otto House	Local Landmark
720 Barris Drive	Dauser House -- relocated from 117 S. Pomona Ave	Local Landmark
Chapman Park	Chapman Ranch	Local Landmark
2025 E Chapman Avenue	Hale House	Local Landmark
112 E Commonwealth Avenue	Williams Building	Local Landmark
130 E Commonwealth Avenue	Pacific Electric Depot	Local Landmark
300 E Commonwealth Avenue	Amerige Realty Office	Local Landmark
329 E Commonwealth Avenue	Loumagne's Market	Local Landmark
1510 E Commonwealth Avenue		Local Landmark
237 W Commonwealth Avenue	Fullerton Police Station	Local Landmark
302 W Commonwealth Avenue	Stone Pillars in Amerige Park	Local Landmark
305 N Harbor Boulevard	California Hotel--Villa del Sol	Local Landmark
510 N Harbor Boulevard	Fox Fullerton Theater	Local Landmark
604 N Harbor Boulevard	Benchley House	Local Landmark
834 N Woods Avenue	Starbuck House	Local Landmark
1300 N Harbor Boulevard	Hillcrest Park	Local Landmark
412 S Harbor Boulevard	Allen Hotel	Local Landmark
771 W Orangethorpe Avenue	Porter House	Local Landmark
301 N Pomona Avenue	Fullerton Museum Center	Local Landmark
112 E Walnut Avenue	Crystal Ice House	Local Landmark
315 E Wilshire Avenue	Wilshire Junior High School	Local Landmark
124 W Wilshire Avenue		Local Landmark
434 W Amerige Avenue	Klose House	Potential Local Landmark
516 W Amerige Avenue	Russell House	Potential Local Landmark
538 W Amerige Avenue	Richman House	Potential Local Landmark
201 E Chapman Avenue	Fullerton High School	Potential Local Landmark
321 E Chapman Avenue	Fullerton College	Potential Local Landmark
901 E Chapman Avenue	Kroeger House	Potential Local Landmark
2208 E Chapman Avenue		Potential Local Landmark
109-123 E Commonwealth Avenue	Amerige Block	Potential Local Landmark
118 E Commonwealth Avenue		Potential Local Landmark
202 E Commonwealth Avenue	U.S. Post Office	Potential Local Landmark
341 E Commonwealth Avenue		Potential Local Landmark
520 E Commonwealth Avenue		Potential Local Landmark

TABLE RM-9
HISTORIC RESOURCES: NATIONAL REGISTER PROPERTIES, POTENTIAL NATIONAL PROPERTIES, LOCAL LANDMARK PROPERTIES, AND POTENTIAL LOCAL LANDMARK PROPERTIES

524 E Commonwealth Avenue		Potential Local Landmark
1530 E Commonwealth Avenue		Potential Local Landmark
2223 E Commonwealth Avenue		Potential Local Landmark
303 W Commonwealth Avenue	Wood Bench at n/w/c Highland and Commowealth	Potential Local Landmark
353 W Commonwealth Avenue	Hitching Posts	Potential Local Landmark
419 W Commonwealth Avenue		Potential Local Landmark
1731 W Commonwealth Avenue	Hunt Wesson Office	Potential Local Landmark
213-215 W Commonwealth Avenue		Potential Local Landmark
845 N Euclid Street	Hunter House	Potential Local Landmark
109 N Harbor Boulevard	Stedman Jewelers' Street Clock	Potential Local Landmark
201 N Harbor Boulevard	Masonic Temple	Potential Local Landmark
219 N Harbor Boulevard		Potential Local Landmark
500 N Harbor Boulevard		Potential Local Landmark
501 N Harbor Boulevard	Masonic Temple	Potential Local Landmark
616 N Harbor Boulevard	Amerige House	Potential Local Landmark
111-113 N Harbor Boulevard	Dean Block	Potential Local Landmark
423-427 S Harbor Boulevard		Potential Local Landmark
719-723 S Harbor Boulevard		Potential Local Landmark
419 E Las Palmas Drive		Potential Local Landmark
150 Marion Boulevard	Davies House	Potential Local Landmark
2501 E Nutwood	Mahr House	Potential Local Landmark
327 W Orangethorpe Avenue	Wintter House	Potential Local Landmark
1155 W Orangethorpe Avenue		Potential Local Landmark
1155 W Orangethorpe Avenue	Pump Houses	Potential Local Landmark
1400 W Orangethorpe Avenue	Spencer House	Potential Local Landmark
1520 W Orangethorpe Avenue		Potential Local Landmark
1330 N Placentia Avenue	Old Fullerton Library	Potential Local Landmark
321 N Pomona Avenue	Y.W.C.A.	Potential Local Landmark
1313 N Raymond Avenue	Gamble House	Potential Local Landmark
120 N Richman Avenue	Klose Market	Potential Local Landmark
701 N Richman Avenue		Potential Local Landmark
705 N Richman Avenue		Potential Local Landmark
225 W Santa Fe Avenue		Potential Local Landmark
229 W Santa Fe Avenue		Potential Local Landmark
119-125 W Santa Fe Avenue		Potential Local Landmark
324 W Truslow Avenue		Potential Local Landmark
123 E Valencia Drive		Potential Local Landmark
1600 W Valencia Drive		Potential Local Landmark
126 W Whiting Avenue	Westwood Apartments	Potential Local Landmark
130 W Whiting Avenue		Potential Local Landmark
232 E Wilshire Avenue	Dewella Apartments	Potential Local Landmark
Downtown Area	Concrete Street Lights	Potential Local Landmark
Richman Avenue/Fern Drive	Iron Street Lights	Potential Local Landmark
Skyline Park Area	Iron Street Lights	Potential Local Landmark

HISTORIC MAP

National Register Properties

Potential National Register Listing

Potential Historic Districts

1. Brookdale Heights
2. Upper Golden Hill
3. 100 E. Valencia
4. 1100 E. Whiting
5. College Park
6. Golden Avenue
7. Jacaranda-Malvern
8. Marwood Avenue
9. 200 & 300 W. Whiting
10. 500 W. Whiting
11. 400 E. Wilshire
12. 600 W. Wilshire
13. Skyline Park
14. 1200 block of E. Centrial
15. 100 &200 W. Valencia
16. 100 W. Ash

Refer to the General Plan Resource Management Element, The Fullerton Historic Survey, and The Fullerton Zoning Ordinance for further information.

CITY OF FULLERTON CALIFORNIA

NORTH

Scale in miles

0 1/4 1/2 3/4 1

CITY OF FULLERTON

7 RESOURCE MANAGEMENT GOALS, POLICIES AND PROGRAMS

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized policies and programs represents changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

Overall Approach

Goal RM-1: *Recognized natural and developed resources such as water, land, flora and fauna and historical and cultural landmarks, to be conserved, enhanced and otherwise protected.*

Significant Properties

See also the following Chapter:
- *Land Use*

Policy RM-1.1 Manage the development of those parcels of land which have unique beauty, value, setting or biological significance and where the natural terrain should not be significantly altered.

Purpose:

1. Preserve the public's use of scenic areas and vista points which lie within the City.
2. Retain the natural geographic features of the City.

Programs:

a. Identification of land parcels having significant features and distinctive flora and fauna.

b. Preservation, reservation or acquisition of land which is unique as natural open space or habitat.

c. Enforcement and revision of Hillside Grading Ordinance as needed.

d. Joint review and agreement with neighboring cities to approaches which preserve natural open space areas of mutual concern.

e. Management of natural water recharge areas.

Sensitive Species

Policy RM-1.2 Conserve sensitive species, plant communities and wildlife habitats to the maximum extent feasible through open space dedication and easements, creative site design, and other workable mitigation actions.

Purpose:

1. **Protect endangered and threatened flora and fauna.**
2. **Acknowledge and protect complex ecological relationships, including the preservation, in concert with neighboring communities, of wildlife corridors.**

Programs:

a. **Evaluate impacts on sensitive species, such as the species identified by California Department of Fish and Game, U.S. Fish and Wildlife Service, the California Nature Plant Society, and the California Natural Diversity Database, as part of the environmental review process on development projects.**

b. **Require replacement of valuable biological resources through enhancement or expansion of existing resources areas.**

c. **Encourage and enhance the preservation of the East Coyote Hills Habitat Conservation area as created and maintained by Unocal Corporation and approved by the U.S. Fish and Wildlife Service.**

d. **Consult the Open Space Map for all new development proposals.**

e. **Require development proposals in areas expected to contain important plant communities and wildlife habitat to provide detailed biological assessments.**

Historic/Cultural Landmarks

Policy RM-1.3 Encourage the preservation of recognized historical and cultural landmarks **and neighborhoods**.

See also the following Chapter:
• Housing and Land Use

Purpose:

1. Increase the community's awareness of its heritage.
2. Designate local landmarks and landmark districts, as appropriate.
3. List outstanding properties on the National Register of Historic Places.
4. Properly restore and maintain public historical/cultural landmarks.
5. **Integrate historic preservation into the planning process.**

Programs:

a. Identification of significant historical, cultural, **archeological and paleontological** landmarks.

b. Utilization of the Landmarks Ordinance for individual buildings and districts.

c. Encouragement of private efforts to inform the public about the City's historical and cultural landmarks.

d. Seek restoration/rehabilitation funds from appropriate sources for publicly owned landmarks.

e. Identification and recognition of significant trees in both private and public areas.

f. **Periodically update the Historical Resources Survey based on State survey standards and guidelines.**

g. **Designate a knowledgeable Staff member to act as City liaison for preservation issues.**

h. **Active involvement in the preservation and compatible rehabilitation of outstanding significant properties.**

i. **Promote a variously aged building stock, particularly in redevelopment project areas insuring that new construction in historic neighborhoods will be structurally and architecturally compatible.**

j. **Require adherence to the Secretary of the Interiors Standards and Guidelines for Rehabilitation in both design and construction phases, for any project in which Agency funds are involved.**

k. **Recognize landscape features, traditional open spaces, and historic engineering projects for their contribution to Fullerton's heritage.**

l. **Actively promote the designation of eligible resources to local, state and national registries, particularly those to which public resources have been dedicated.**

m. **Utilize State and/or Federal tax incentive programs and grants, as well as local financial incentives directed toward revitalizing historic buildings or maintaining the historic character of an area.**

n. **Strict enforcement of current preservation zoning regulations.**

o. **Actively seek alternatives to building demolition requests for building within historic neighborhoods.**

p. **Establish rehabilitation guidelines for property owners who wish to rehabilitate or remodel.**

q. **Establish guidelines for new construction in historic neighborhoods.**

r. **Preservation and stabilization of property values by ensuring that neighborhoods and streets of similar architectural design and landscaping retain their heritage.**

s. **Coordinate with Development Services and appropriate community groups to establish a technical publications resources collections in restoration and preservation techniques and in local history of Fullerton.**

Parks and Open Space

Goal RM-2: *A combination of public and private open space and park land conveniently located and designed to be responsive to residents' needs.*

Open Space

Policy RM-2.1 Promote the creation of public and private open spaces throughout the community.

Purpose:

1. Preserve an appropriate amount of land as passive or active usable open space.
2. Ensure a compatible pattern of use between public and private open space.
3. ***Promote access of open space to all residents.***

Programs:

a. Implementation of the Greenbelt Concept of usable public and private open spaces in Coyote Hills Specific Plans.

b. Payment of in-lieu fees or dedication of land for public parks in conjunction with approval of new residential developments.

c. Continued requirement for developers to provide private and/or community visual and usable open spaces within residential development.

d. Enforce the Open Space Zone restrictions throughout the City.

e. When feasible, consider purchasing and maintaining as open space existing school sites that are being considered for development by the school districts.

f. Require that appropriate resource protection measures are prepared and incorporated into development proposals for open space lands under private ownership.

g. Distinguish between private and public, and useable vs. non-useable open space and put emphasis on public, useable open space.

h. Strive for the greatest accessibility of open space as possible.

Parks and Recreation Facilities

Policy RM-2.2 Provide a comprehensive and unified system of public parks and recreational facilities accessible to all residents.

Purpose:

1. Adopt minimum standards for park land and recreational facilities.
2. Distribute equitably park land and/or recreational facilities throughout the City.
3. Provide recreational facilities that reflect the needs of the population.

See also the following Chapter:
- *Implementation*

4. Ensure a balanced representation of residents in public participation efforts.

5. **Ensure Fullerton's historic parks are maintained to preserve their unique nature and character.**

Programs:

a. Development and application of minimum standards for park land and recreational facilities.

b. Encourage park land and recreation facility provisions beyond minimum standard requirements.

c. Full and efficient use of existing park and public facility resources.

d. Utilization of non-City owned facilities and open space lands through joint power agreements or multiple use arrangements.

e. Payment of in-lieu fees or dedication of lands for public parks in conjunction with approval of new residential developments.

f. Acquisition or reservation of public park land and development of recreational facilities.

g. Public participation in the development of proposed plans and improvements for City parks and recreational facilities.

h. Update and expand the City's existing Parks and Recreation Needs Analysis into a comprehensive Master Plan and Needs Assessment for Recreation and Open Space resources. The Plan should include:

- A detailed Updated Needs Assessment to determine the current and projected areas of shortfall;
- Development and design standards;
- **Specific improvements needed;**
- **Acquisition and improvement costs and funding sources;**
- **Priorities for implementation;**
- **Timing and phasing.**

i. Consider applying and/or expanding user fees on selected facilities.

Policy RM-2.3 Promote safe, convenient, and pleasant pedestrian, equestrian and off-road bicycle travel on an adopted system of recreational trails which encourages the use of related facilities and services, and connects with a designated regional network.

Off Road Recreational Trails

See also the following Chapter:
- *Circulation*

Purpose:

1. Work toward the complete construction and/or marking of the adopted recreational trails network.

2. Increase the effective cooperation between private and public sectors in the maintenance of trails.

3. Increase the availability of recreational trails to the City's population.

4. Increase recreational trail safety.

Programs:

a. Establishment of guidelines and standards for placement and maintenance of network.

b. Adoption of a Master Plan of Recreational Trails and revision of the Plan as needed.

c. Dedication of trail rights-of-way in accordance with the Recreational Trail Map of the General Plan as a condition for development in new residential areas.

d. Attainment of rights-of-way or easements for recreational trails already in use as shown on Master Plan.

e. Public/private agreements for maintenance of trails, management of stables, recognized equestrian activities, etc.

f. Installation of barricades and signs at access points to prohibit motorized vehicles.

g. Use of State of California design criteria for marking streets at trail crossings.

Scenic Corridors and Rural Streets

Goal RM-3: *Designated scenic and rural roads designed to retain desirable vistas or close range environment and rustic settings.*

Policy RM-3.1 Identify, manage and regulate the roadside of scenic corridors.

Scenic Corridor Design Considerations

Purpose:

1. **Preserve scenic vistas viewed from the roadside, where possible.**

2. **Preserve the natural environment along roadways which have substantial scenic value, where possible.**

3. **Prevent development along scenic corridors from compromising the views of the valleys or hillsides, when possible.**

4. **Ensure that structures on public or private properties which are visible from the road are compatible with the corridor.**

Programs:

a. **Designation of scenic corridors where scenic views will be analyzed and preserved.**

b. **Establishment of special land use regulations and development standards within the scenic corridors.**

c. **Acquisition or reservation of scenic easements.**

d. **Development of a streetscape plan along designated scenic corridors.**

e. Staff review of site planning and architectural/landscape design for all new development adjacent to scenic routes.

f. Utilization of implementation tools such as zoning, specific plans and subdivision ordinances to control development which may directly or indirectly affect vistas or scenic focal points.

g. Assistance to property owners adjacent to scenic corridors in the selection of screening and landscape materials.

h. Encouragement to retrofit existing land use, signage and landscape to be compatible with scenic corridor design guidelines.

Policy RM-3.2 Coordinate with adjoining jurisdictions regarding scenic corridors.

Regional Coordination

Purpose:

1. Encourage preservation and enhancement of natural scenic resources beyond but leading into the City limits.

2. Ensure a coordinated approach to scenic corridors of regional importance.

Programs:

a. Provide improvements along principal scenic corridors at the City boundary which clearly distinguishes these as major entries into the City.

b. Work with adjacent communities on a regional scenic routes program.

Policy RM-3.3 Maintain designated rural streets as important elements of rustic lifestyles.

Rural Street Design Considerations

Purpose:

1. **Foster design characteristics integral to the maintenance of rural residential street frontages.**

2. **Preserve provincial integrity of the rural residential lifestyle.**

Programs:

a. **Complete paving as delineated in the Scenic Corridors/Rural Streets Map and GSP-86.**

b. **Provide additional paving along with necessary drainage improvements where drainage problems cause erosion or flooding or where special traffic problems exist.**

c. **Require a majority of the owners on one side of the street of any block to agree before parking lanes, curb, gutter, sidewalk, parkway trees and street lights are installed.**

d. **Provide additional widths as necessary for left turn pockets.**

e. **Provide pavement and critical drainage facility maintenance on an as needed basis.**

f. **Allow fronting property owner to provide shoulder, parkway and roadside maintenance.**

g. **Allow for variation in standards within reasonable limits by the Director of Engineering when warranted by special circumstances.**

Energy Conservation

Goal RM-4: *A well-informed and highly motivated City government and public that recognize the importance of, and practice, energy and resource conservation.*

Policy RM-4.1 Conserve energy, water and other resources.

Citywide Energy Conservation

Purpose:

1. Increase the community's awareness of ways to use energy and water efficiently.

2. Reduce energy and resource consumption.

3. Cooperate with private enterprise to avoid a duplication of efforts.

Programs:

a. Encouragement and recognition of voluntary actions to improve the conservation of water and energy.

b. Encouragement of resource recovery operations.

Policy RM-4.2 Practice conservation of energy and resources in the City's own operations.

Energy Conservation

Purpose:

1. Reduce energy and resource consumption.

Programs:

a. Regular energy and water audits of City facilities and operations.

b. Implementation of short-term and long-term actions to improve energy and water efficiency.

c. Use of energy and resource recovery operations.

Preservation of Tree Resources

Goal RM-5: *Special recognition and treatment of trees in order to preserve the aesthetic and visual qualities that attract residents, visitors and businesses, and which serve as a source of community image and pride.*

Policy RM-5.1 **Comprehensively plan, manage, and promote trees throughout the City.**

Tree Management

Purpose:

1. **Maintain and enhance the visual, aesthetic, energy conservation and wildlife preservation that trees provide in both public and private areas.**

2. **Minimize hazards, nuisances, and maintenance costs.**

3. **Sustain canopy coverage through properly phased tree planting and removal.**

Programs:

a. **Establish development standards to create an optimal tree coverage in new public and private development throughout the City.**

b. **Develop standards which foster effective tree maintenance practices and which prohibit various activities which are harmful to trees.**

c. **Prepare a tree master plan for public areas which provides standards for setting, species and age selection and mix, removal and replacement, irrigation, pest management, maintenance practices and relationship to hardscape and utilities.**

d. **Centralize tree management within the City, and establish guidelines for communication among various City departments regarding tree-related activities.**

e. **Establish educational programs for commercial landscape maintenance contractors and property owners in order to encourage effective tree maintenance practices for private property.**

f. **Continued maintenance by the City of publicly owned trees consistent with the tree master plan.**

g. **Continued maintenance and use of the tree inventory database.**

h. **Place emphasis and priority on keeping existing trees.**

COMMUNITY HEALTH & SAFETY

"Fullerton Police Department" Jennifer Murphy, Grade 5, Pacific Drive Elementary School

CITY OF FULLERTON

COMMUNITY HEALTH AND SAFETY

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COMMUNITY HEALTH AND SAFETY

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COMMUNITY HEALTH & SAFETY

1 INTRODUCTION

1.1 Purpose and Overview

The Community Health and Safety Element addresses hazards and disasters, and it sets out the policy basis for the City's response, both in preventing damage and injuries and in responding to disasters when they occur. It combines and satisfies the state-mandated requirements for both the Safety and Noise Elements.

The Element addresses the following issues:

- police and fire protection
- seismic safety, including slope instability leading to mudslides and landslides and hazardous structures
- flooding
- emergency/disaster preparedness
- noise protection
- water and sewer service
- airport operations

Hazardous materials and waste are discussed in the Regional Coordination Element.

2 OVERVIEW

Specific goals, policies and programs for the City's Community Health and Safety Element are found in the Element's last section. Police and fire protection, water, sewer and flood facilities, noise, airport operations, and seismic safety are all addressed. The following provides an overview of the programs as well as the key issues involved:

2.1 Police and Fire Protection

Police protection is provided by the Fullerton Police Department. As population increases, demand for police services in the City will also increase. A number of crime prevention programs are in place, including programs aimed at specific neighborhood problems and educational programs for children.

Policies of the Community Health and Safety Element promote improvement and efficiency of police and fire services in the City. Programs include maintenance and replacement of equipment, continued use of computer systems for day-to-day operations, intensive training and re-education of staff, and tracking of state-of-the-art practices in police science and fire protection. Police and fire department review of proposed development and park projects, as well as parking regulations to promote safe and efficient movement of vehicles, particularly in response to disaster, aids crime reduction through physical planning techniques. The policies respond to community growth by calling for infrastructure and fire/police facilities based on population, demographic trends, and housing growth.

See Goal CHS-1, Policies 1.1 through 1.5 and Policies CHS-2.1 and 2.2

Fire protection is provided by the Fullerton Fire Department. Firefighting operations include six fire stations, with a total of 10 pieces of apparatus, including nine fire engines and one aerial ladder truck. Emergency medical services are integrated within the fire fighting force–three of the six pumpers are equipped with required paramedic equipment and staffed with four personnel, including two certified mobile intensive care paramedics. All fire suppression personnel are trained to the Emergency Medical Technician I level.

Because Fullerton's climate includes long periods of hot, dry weather combined with high-velocity desert winds, the potential exists for large, spreading fires. While not considered to have significant areas subject to wildland fire hazard, the City does have large, undeveloped oil lands that are generally covered with grass and light brush. Fire breaks are maintained throughout these areas. The Fire Department also actively enforces the City's weed abatement ordinance.

The Fire Department is also responsible for safety inspections of commercial buildings as well as environmental protection responsibilities. The Department has actively collected hazardous materials information from approximately 300 businesses that meet the threshold disclosure requirements. This program also includes the administration of underground storage tank regulations. Other programs include public safety education.

Exhibit CS-1 in the Community Services Element shows the location of Police and Fire facilities. More detailed information is found in the General Plan EIR.

2.2 Seismic Safety

Earthquakes are caused by violent and abrupt releases of strain built up along faults. When a fault ruptures, energy is released in all directions from the source, or epicenter, in the form of seismic waves. Earthquakes generate two types of hazards. Primary hazards are ground shaking, surface rupture along faults, and associated building failure. Secondary hazards result from the interaction of ground shaking with existing ground instabilities and include liquefaction, settlement and landslides.

See Policies CHS-5.1 and CHS-5.2

Eight faults could potentially cause damage in Fullerton. Only one, the Norwalk Fault, actually traverses the city. The areas of hazard due to the Norwalk Fault are shown on Exhibit CHS-1, the Public Safety Map. The Norwalk Fault is categorized as potentially active. All of the faults that could result in earthshaking and damage in Fullerton are shown in Table CHS-1.

TABLE CHS-1
FAULTS WITHIN CLOSE PROXIMITY TO THE CITY[1]

Fault	Distance from City to Fault (miles)[2]	Length of Fault (miles)	Richter Magnitude of Historical Earthquakes (Greater than 5.0)
Norwalk	0	17	No known historical earthquakes
Whittier/[3] Elsinore	1.6	135-145	6.00 (1910) 5.00 (1920) 5.10 (1940)
Newport/ Inglewood	9.8	50-86	6.30 (1933) 5.40 (1941)
Sierra Madre/ San Fernando/ Santa Susana	14	61-69	6.40 (1971) 5.80 (1971)
Palos Verdes	20	45	5.40 (1941)
San Jacinto	36	130-242	7.00 (1899) 6.80 (1981) 6.00 (1937) 6.20 (1954) 6.40 (1958) 6.50 (1968) 5.50 (1980) 6.10 (1980) 6.40 (1987)
San Andreas (south & central)	37	300-320	8.00 (1857) 6.50 (1948) 5.60 (1986)

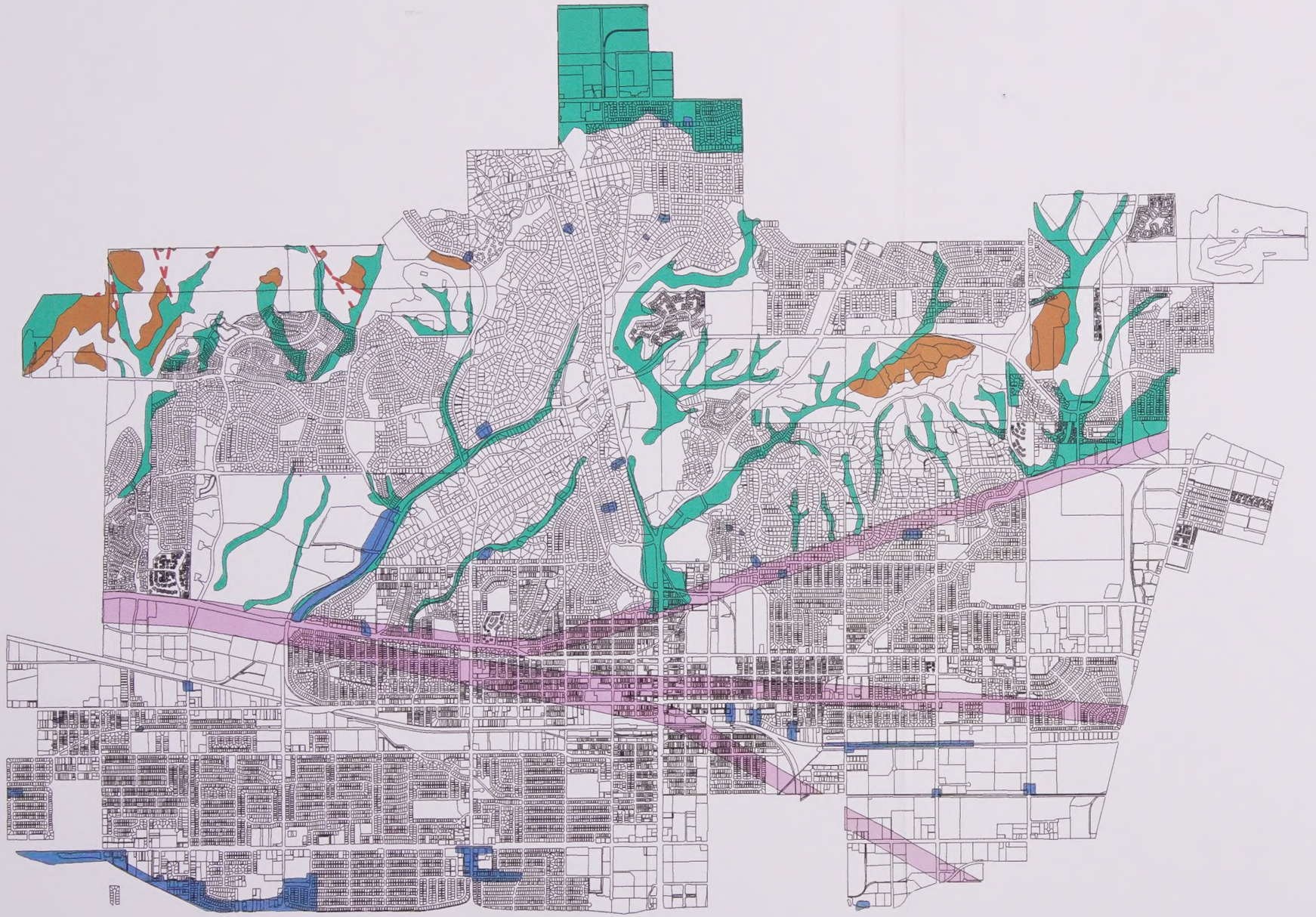
[1] Eberhart & Stone, Inc., June 6, 1989. Geotechnical Reconnaissance and Feasibility Investigation Coyote Hills East Fullerton, CA (W.O. 1543), Table 1 "Seismic Parameters." There is very recent indication of two additional faults which, upon more extensive investigation, may be appropriate to this list of proximate faults: the Oakridge Fault and the Los Angeles Fault, thought now to be limited to the Los Angeles downtown area.

[2] Ibid., Taken in part from A.E.G. Fault map (1973) and C.D.M.G. Fault map (1973).

[3] The California Department of Mines and Geology reports that the Elysian Park Fold and Thrust Belt (EPFTB), thought to be a northern extension of the Whittier/Elsinore fault, may actually be a district geologic hazard. DMG further reports that portions of the EPFTB may underlie northern portions of the City.

City of Fullerton
General Plan

Public Safety



PRIMARY SEISMIC EFFECTS

Norwalk or related fault range

Areas subject to ground shaking (entire city)

NON-TECTONIC FAULTS

Location of minor faults

SECONDARY EFFECTS

Areas subject to seismically induced bedrock landslide

Areas subject to liquefaction, subsidence and/or lurching

FLOOD

100 year flood hazard area

N
W E
S

0 0.25 0.5 0.75 1

Miles

City of Fullerton General Plan / Adopted September 17, 1996

SVCOFGIS/PROJECTS/PROJECTS_OLD_MAPBASE/SEISMIC.APR

2.2.1 Landslides

Landslides often occur during or after strong earthquakes. Areas subject to seismically induced landslides are limited to the steeper portions of the East and West Coyote Hills. The probability of seismically induced bedrock landslides occurring elsewhere is low. Additionally, small soil slips can occur throughout the Coyote Hills in the newly developed portions of Coyote Hills. Adequate plans for the prevention of the landslides in the Coyote Hills have been made in the grading and development guidelines sections of the Specific Plans.

2.2.2 Subsidence

Settlement of under-consolidated soils may occur during earthquake shaking. This process can result in a slight lowering of the ground surface which can vary in amount from place to place. Although not considered a major problem, areas containing zones subject to subsidence resulting from consolidation are shown on Exhibit CHS-1, the Public Safety Map. Other parts of the City may experience minor subsidence from a major earthquake. Damage from subsidence is likely to be greatly overshadowed by damage resulting from groundshaking.

2.2.3 Liquefaction

Liquefaction occurs when ground water is forced out of the pores of soil as it subsides. This excess water momentarily liquifies the soil, causing an almost complete loss of strength. If this layer is at the surface, its effect is much like that of quicksand for any structure located on it. If the liquefied layer is in the subsurface, the material above it may slide laterally depending on the confinement of the unstable mass.

Liquefaction potential is based on three criteria: relative density, grain size distribution of unconsolidated sediments, and the depth of groundwater. Lost, saturated sandy materials (cohesionless) are the principal candidates for liquefaction due to earthquake movements. In general, liquefaction effects are seen at the surface if groundwater levels are less than 30 feet. Deeper ground water levels do not preclude the potential for liquefaction, but may be associated with the absence of liquefaction being observed at the surface. Sub-surface liquefaction can occur at depths up to 50 feet, and is an important consideration for structures which derive support at depths as well as for sites near excavations and water courses. Locations within the City which have the potential for liquefaction hazards are shown on Exhibit CHS-1.

2.2.4 Groundshaking

Groundshaking and associated building failure is the most potentially damaging effect of an earthquake for Fullerton because of the large area subject to shaking. Although newer structures would be anticipated to survive such groundshaking with little or no structural damage, the City does have some older structures which have not yet been retrofitted for seismic safety. These older structures may suffer major damage or collapse with the occurrence of a strong earthquake.

2.3 Hazardous Structures

The principal threat to people during an earthquake is the damage that the earthquake causes to structures. Continuing advances in engineering design and building code standards over the past decade have greatly reduced the potential for collapse in an earthquake of most new buildings. However, many structures were built before current earthquake design standards were incorporated into the building code. Several specific building types are a particular concern in this regard.

The City is in Seismic Zone 4 of the United States, the highest of four zones where structural requirements are most strict. Building standards are based on the most current edition of the Uniform Building Code, as adopted by the State of California.

2.3.1 Unreinforced Masonry Structures

Unreinforced masonry structures are recognized as the most hazardous structures in an earthquake. Because part of Fullerton was developed prior to the 1930s, many commercial structures are constructed of unreinforced masonry. The area of most concentrated development during this period was the Downtown.

State law requires local jurisdictions to enact structural hazard reduction programs by (a) inventorying pre-1934 unreinforced masonry structures, and (b) developing mitigation programs to correct the structural hazards. The City's Seismic Mitigation Program is intended to bring all unreinforced masonry structures into compliance with adopted seismic safety standards. The program is supplemented by the Seismic Rehabilitation Loan Program which aids owners to retrofit their structures through financial support. As part of this program, data on the current inventory of unreinforced masonry structures is maintained and updated. Almost all of the City's unreinforced masonry structures have been retrofitted under the program.

2.3.2 Pre-cast Concrete Tilt-up Buildings

Pre-cast concrete tilt-up buildings were introduced following World War II and gained popularity for use in industrial structures during the late 1950s and 1960s. Extensive damage to concrete tilt-up structures in the 1971 San Fernando earthquake revealed the need for better anchoring of walls to the roof, floor and foundation elements of the building, and for stronger roof diaphragms. In the typical damage to these structures, the concrete wall panels would fall outward and the adjacent roof would collapse creating a direct life hazard.

In 1990, the City adopted Ordinance 2681, which requires existing tilt-up structures to be retrofitted for seismic safety through stronger roof to wall connections. The same is also required of new tilt-up construction. All existing tilt-up structures in the City have been retrofitted.

2.3.3 Soft-Story Buildings

"Soft-Story" buildings are structures in which at least one story--commonly the ground floor--has significantly less rigidity and/or strength than the rest of the structure. This can form a weak link in the structure, unless special design features are incorporated to give the building adequate structural integrity. Typical examples of soft-story construction are buildings with glass walls on the first floor, or buildings placed on stilts or columns, leaving the first story open for landscaping, street-friendly building entry, parking, or other purposes. From the 1950s to the early 1970s, soft-story structures were a popular construction style for low- and mid-rise concrete frame structures.

The City has conducted a study to identify unreinforced masonry structures, but further investigation would be needed to determine whether any of them are of soft-story construction. Procedures are currently being developed by the Applied Technology Council for seismic evaluation of these and other types of potentially hazardous buildings.

2.3.4 Single-Family Homes

A number of older, pre-1973 single-family homes in the City may not be bolted to their foundations. Programs should be established to encourage retrofitting these structures.

2.4 Flood Hazard

Floodplain studies have been performed for Fullerton as part of the National Flood Insurance Program. The result of these studies are presented in the form of floodplain boundary maps and Flood Insurance Rate Maps (FIRMS). These maps contain official delineation of flood insurance zones and base flood elevation lines. Exhibit CHS-1 presents the detailed floodplain areas for the City of Fullerton.

See Policy CHS-6.4

There are presently some areas in the 100-year flood zone which can create a hazardous condition in the City. The 100-year flood areas are generally adjacent to creeks and channels within the City; however, there are some small scattered areas in the southern portion of the City subject to flooding hazards.

Detailed flood protection information can be found in the General Plan EIR.

2.4.1 Regional Drainage Facilities

Several major watercourses and dam facilities provide protection against major flood flows from runoff generated in watersheds north and east of the City. The most significant of these facilities are: Imperial Channel which lies southerly and parallel to Imperial Highway on the north boundary of the City; Brea Creek Reservoir and Brea Creek Channel (running along the base of the foothills) which are maintained by the U.S. Army Corps of Engineers and the Orange County Flood Control District (OCFCD), respectively; and Fullerton Reservoir and Fullerton Creek (which runs from the East to West through the center of the City), Houston Storm Channel (along the southerly boundary of the City), Placentia Storm Channel (along the easterly boundary of the City), and Carbon Creek Channel (in the southeast corner of the City), all operated by the OCFCD. All of these facilities have insufficient capacity for a 100-year storm.

2.4.2 Local Drainage Facilities

Smaller drainage facilities which drain into the major channels and reservoirs are the responsibility of the City for construction, operation and maintenance. For the most part, the existing local drainage facilities within the City of Fullerton have capacity to carry flood flows from storms of less than a 10-year recurrence interval. Those facilities constructed in the late 1950's, and subsequent to that time, generally have capacities approximating a 10-year frequency storm. There are many drainage deficiencies within the City, particularly in the flatter areas, from the foothills south. The majority of the current drainage deficiencies are addressed in the 25-year Capital Improvement Program for design and construction. The construction of the Commonwealth/State College Storm Drain project has removed the threat of flooding from major portions of the eastern section of the City.

2.5 Emergency/Disaster Preparedness

See Policy CHS-1.4

The Emergency Preparedness Plan, hereby incorporated by reference into the General Plan, details the responsibilities of federal, state and local agencies, as well as private organizations, in the event of a disaster. The City of Fullerton has an adopted Preparedness Plan that addresses emergencies related to natural disasters and other disasters such as riot or war. The maintenance of the Emergency Plan is important to meet emergency protection needs as the City continues to grow.

The City's Emergency Operations Center (EOC) is located in the City Hall. The Emergency Operations Center Activation Procedures set forth responsibilities, personnel, and information necessary to establish the EOC and respond to disasters. The Emergency Operations Center Activation Procedures were last updated in 1993.

Earthquake preparedness and other safety educational programs are offered to all residents of Fullerton. In addition, the Fire Department coordinates disaster planning and preparation for the City, including training for designated city employees.

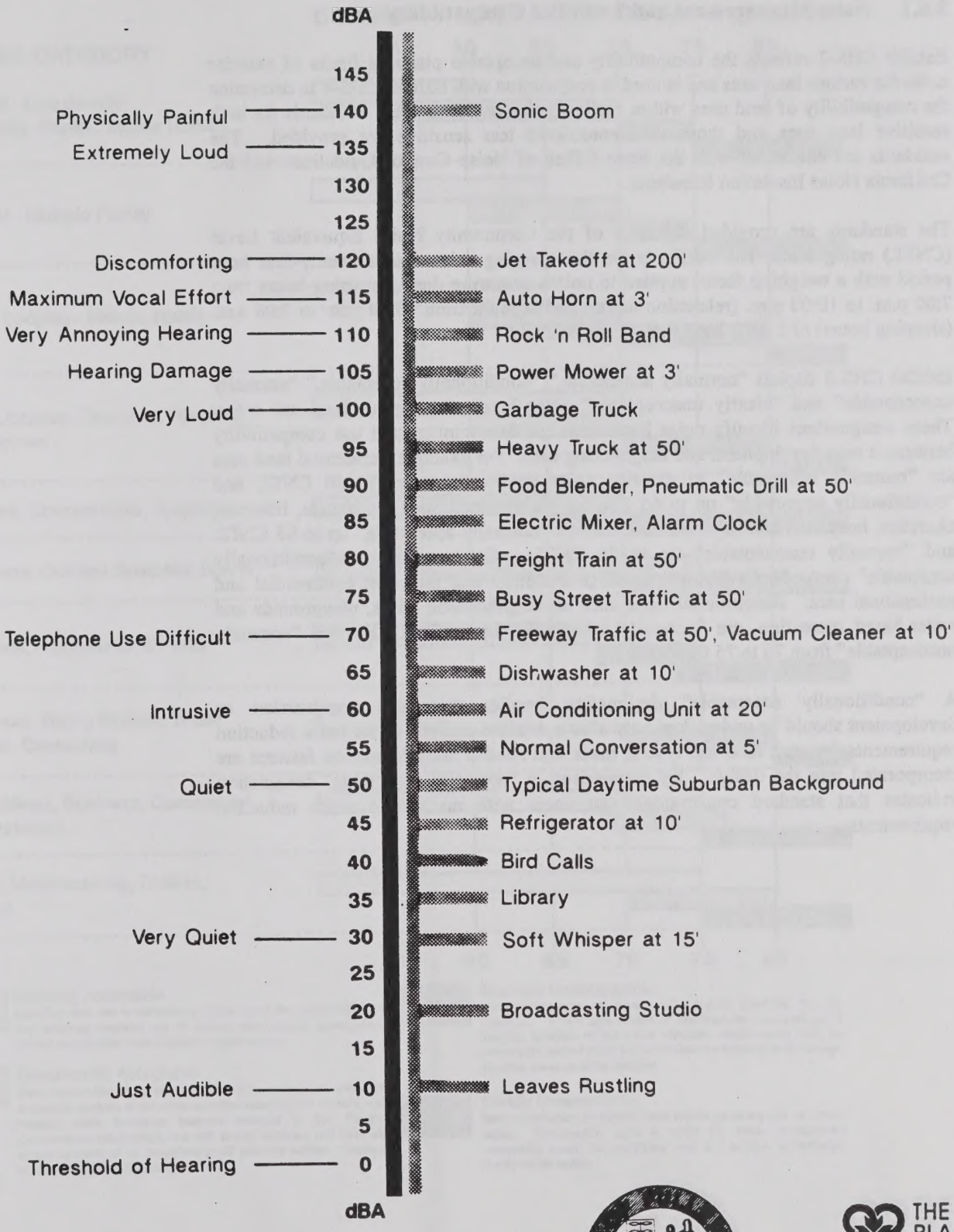
2.6 Noise

Noise within the City originates from either stationary or mobile sources. Stationary sources include noise generators such as the airport, industrial and construction activities, air conditioning/refrigeration units, and home appliances. Many stationary noise sources are typically accepted as part of the ambient or background noise level. Mobile noise sources are typically transportation-related and include aircraft, trains, automobiles, trucks, buses, motorcycles, and off-road vehicles. Construction noise is considered localized and temporary.

Sound intensity or acoustic energy is measured in decibels (dBA) that are weighted to correct for the relative frequency response of the human ear. Ambient sounds generally range from 30 dBA (very quiet) to 100 dBA (very annoying). Various sound levels corresponding to typical sources are provided in Exhibit CHS-2.

Motor vehicles are the single largest source of continuous noise in the City. Major roadways carry appreciable volumes of both truck and commuter traffic. Land uses adjacent to these roadways in the City are affected by motor vehicle noise. Other transportation sources in the City that contribute to community noise levels include the Atcheson Topeka & Santa Fe (AT&SF) and Union Pacific (UP) railroad trains and aircraft accessing Fullerton Municipal Airport. These transportation facilities, along with truck routes and the master planned circulation system, are the primary sources determining the level of noise impacts in Fullerton. Transportation noise generators are discussed separately in the following sections.

SOUND LEVELS AND HUMAN RESPONSE



Source: Adapted from William Bronson, "Ear Pollution," California Health (October, 1971), P. 29

THE PLANNING CENTER

CITY OF FULLERTON

2.6.1 Noise Measurement and Land Use Compatibility

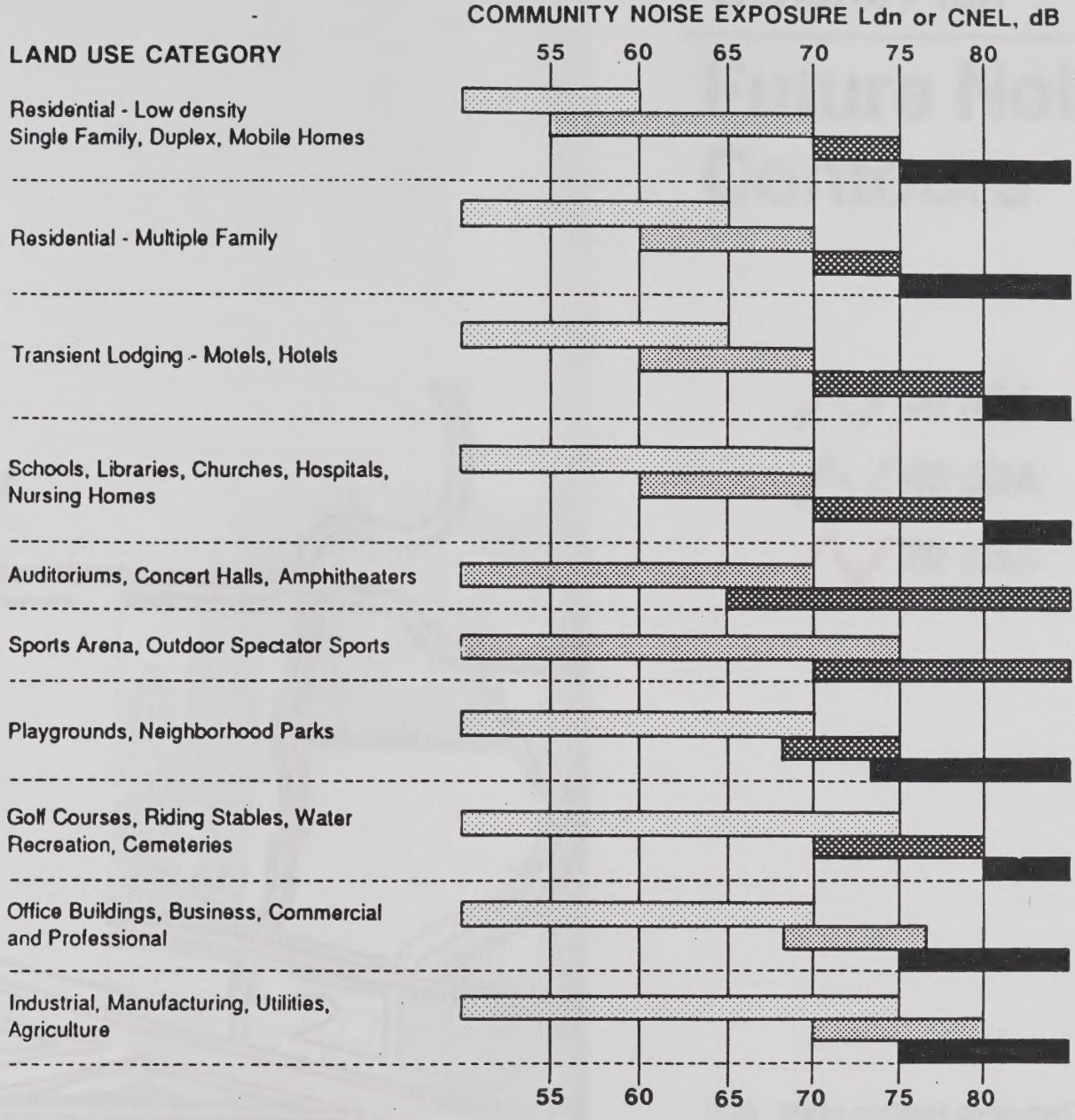
Exhibit CHS-3 reflects the compatibility and acceptable planning limits of exterior noise for various land uses and is used in conjunction with Exhibit CHS-4 to determine the compatibility of land uses within various noise environments. Standards for both sensitive land uses and those uses considered less sensitive are provided. The standards are consistent with the State Office of Noise Control Guidelines and the California Noise Insulation Standards.

The standards are provided in terms of the Community Noise Equivalent Level (CNEL) rating scale. The CNEL is the time-varying noise over a twenty-four hour period with a weighing factor applied to noises occurring during evening hours from 7:00 p.m. to 10:00 p.m. (relaxation hours) and at night from 10:00 p.m. to 7:00 a.m. (sleeping hours) of 5 dBA and 10 dBA, respectively.

Exhibit CHS-3 depicts "normally acceptable," "conditionally acceptable," "normally unacceptable" and "clearly unacceptable" noise levels for various land use types. These designations identify noise limitations for determining land use compatibility between a new development and neighboring uses. For example, residential land uses are "normally acceptable" in exterior noise environments up to 60 CNEL and "conditionally acceptable" up to 65 CNEL. Public uses, such as schools, libraries, churches, hospitals, and day-care facilities are "normally acceptable" up to 65 CNEL and "normally unacceptable" up to 70 CNEL. Golf courses are "conditionally acceptable" up to 75 CNEL, as are office buildings and business, commercial and professional uses. Recreational uses, such as neighborhood parks, playgrounds and water-based recreation, are "normally acceptable" up to 70 CNEL and "normally unacceptable" from 70 to 75 CNEL.

A "conditionally acceptable" designation implies that new construction or development should be undertaken only after a detailed analysis of the noise reduction requirements for each land use type is made and needed noise insulation features are incorporated into the design. By comparison, a "normally acceptable" designation indicates that standard construction can occur with no special noise reduction requirements.

NOISE/LAND USE COMPATIBILITY MATRIX



Normally Acceptable
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

Conditionally Acceptable
New construction or development should be undertaken only after a detailed analysis of the noise reduction requiremtnts is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice. Outdoor environment will seem noisy.

Normally Unacceptable
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made with needed noise insulation features included in the design. Outdoor areas must be shielded.

Clearly Unacceptable
New construction or development should generally not be undertaken. Construction costs to make the indoor environment acceptable would be prohibitive and the outdoor environment would not be usable.

Source: California Office of Noise Control

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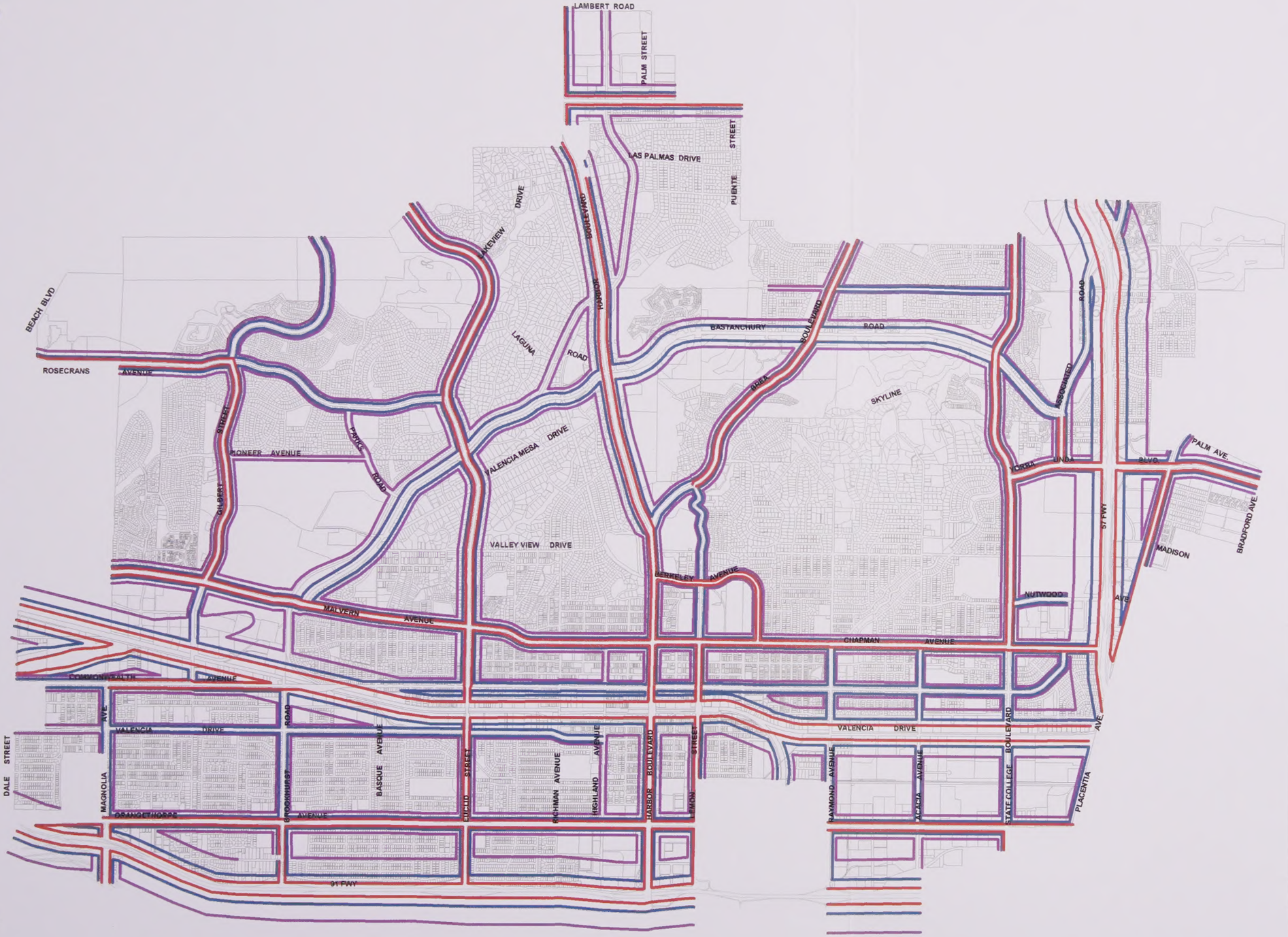
CITY OF FULLERTON

General Plan

Future Noise Contours



60 dBA
65 dBA
70 dBA

Note: Noise contours generated based on buildout traffic volume for autos, train and airplane modes by distance from center line of alignment.

N
W E
S

CITY OF FULLERTON CALIFORNIA

1000 0 1000 2000 3000 4000 5000 Feet

City of Fullerton
Development Services
Geographic Information Systems

SVCOFGIS/GISDATA/PROJECTS/PROJECTS_OLD_MAPBASE/GENERAL PLAN EXHIBITS/NOISE.APR

2.6.2 Airport and Aircraft

See Policy CHS-4.2

The Fullerton Municipal Airport is a general aviation airport located on the southwestern boundary of the City, between Artesia Avenue and West Commonwealth Avenue. Four-hundred and forty-three aircraft were based at the airport in 1993, but recent trends show the number is decreasing every year. Over 90 percent are single-engine aircraft; the balance have twin engines. Approximately 175,201 take-offs and landings occurred during 1993.

Airport noise exposure contours developed by CH2M Hill, Inc. for the 1981 Fullerton Municipal Airport Master Plan are depicted in the Noise Contour Exhibit CHS-4. The number of operations used in the 1981 study is 272,000, which is far greater than the number of operations recorded in 1993. The number of operations is not expected to increase in the future, as a result of the present decreasing trend in number of airplanes based at the airport. No increase in operations or the noise levels of aircraft associated with the airport is foreseen.

An existing City ordinance restricts aircraft from exceeding 12,500 pounds maximum gross weight or with a DBA noise level in excess of 75 DBA, as established by the Federal Aviation Administration. Aircraft cannot conduct successive pattern work between the hours of 10:00 p.m. and 7:00 a.m. on weekdays, or 10:00 p.m. and 8:00 a.m. on weekends or nationally recognized holidays.

2.6.3 Railroads

The AT&SF Mainline between Los Angeles and Chicago and the Union Pacific (UP) Anaheim Branch Line run through the City of Fullerton. The AT&SF line carries freight and passenger trains between local and district locations. The line supports the freight transportation needs of local industry and runs according to local market demand. The noise contours along railway tracks depicted in Table CHS-2 are determined from the number and type of trains using the line, the magnitude and duration of each train pass, and the time of the operation. The noise contours at 100, 200, 400 and 800 feet from each railway line are shown. These contours reflect conditions in 1993 on each railroad line. They also are indicative of future conditions, since no changes to operations have been identified by the railroad companies. It is important to note that the current and projected rail operations include Metrolink service as now envisioned.

TABLE CHS-2
COMPOSITE RAILROAD NOISE CONTOURS

Railway Line (Location)	Noise Level (CNEL) at			
	100 feet	200 feet	400 feet	800 feet
AT&SF Freight/Amtrak (East)	74.7	70.7	64.8	59.0
AT&SF Freight/Amtrak/Metrolink	65.5	61.6	55.8	50.1
AT&SF Freight/Amtrak/Metrolink	75.2	71.2	65.3	59.5
UP Anaheim Branch	60.8	57.2	53.0	48.7

2.6.4 Motor Vehicles

The current noise levels adjacent to master planned roadways in the City, assuming a standard sound attenuation of 4.5 dBA with each doubling of distance, are provided in detail in the EIR. The noise levels at 100 feet from the centerline of area roadways currently range from 52.9 to 79.5 CNEL.

A number of roadway noise levels exceed 65 CNEL and could impact nearby sensitive noise receptors. Newer residential developments provide adequate sound barriers and may not currently be impacted by traffic noise. However, a substantial number of older homes face major roadways or are located at roadway intersections and may be exposed to excessive noise levels.

The City is also impacted by noise from the Riverside, Orange, and Santa Ana Freeways. These freeways are adjacent to residential areas in the southern and eastern portions of the City of Fullerton.

The Riverside Freeway (SR-91) runs adjacent to portions of the southern City limits. With a daily traffic volume of 213,000 vehicles, the 65 dBA contour is located at 862 feet from its centerline. With daily traffic volumes ranging from 203,000 to 216,000 in Fullerton, the Orange Freeway (SR-57) has a 65 dBA contour from 850 to 921 feet away from its centerline. The Santa Ana Freeway (I-5), located within the southwestern boundary of the City, has a daily volume of 169,000 vehicles and a 65 dBA contour 748 feet away from its centerline.

2.6.5 Truck Routes

Truck routes direct large trucks onto roadways that are designed to accommodate them. Truck routes are typically distant from sensitive receptor locations or noise levels have been appropriately mitigated to acceptable levels. The only designated truck route within the City's limits is Imperial Highway. Trucks must use the shortest possible route to arrive at their destination from Imperial Highway. Traffic levels along Imperial Highway currently range from 24,000 to 35,000 ADT. As the City grows and traffic levels increase, there is a potential for increased truck noise conflicts with adjacent land uses.

2.6.6 Future Noise Levels

The major sources of noise in the City will continue to be transportation related. Automobiles and trucks on freeways and local roadways, aircraft operations, and to a smaller extent, rail usage, will generate substantial noise throughout Fullerton.

See Policy CHS-4.1

Exhibit CHS-4 identifies projected noise levels from the City's major roadways, the Fullerton Municipal Airport, and railroad activity, assuming full buildout of the City as called for in the 1994 Land Use Element. The future noise levels reflect the increase in traffic volumes associated with new development activity, regional traffic increases on larger routes through the City, and traffic improvements identified in the Circulation Element and General Plan EIR. Train and airport activity show no increase from existing conditions since no operational increases are planned. The greatest increases in noise are projected along Chapman Avenue, Commonwealth Avenue, Euclid Street, Gilbert Street, Harbor Boulevard, Magnolia Avenue, Parks Road, Rosecrans Avenue, and Valencia Drive.

The noise contours provided in Exhibit CHS-4 identify unmitigated levels without any shielding from existing barriers or topography. The Future Noise Contours exhibit identifies areas where new projects could be impacted by increases in transportation noise and therefore subject to the City's noise attenuation development standards as shown in Exhibit CHS-3.

Fullerton ordinances require sound attenuation walls, double-thickness glass, and extra sound deadening insulation for new residences which are to be constructed in noise impacted areas. In addition, specific activities in residential zones are regulated by the

Zoning Ordinance. The City has worked to retain a 60 CNEL noise level in residential areas by enforcing these ordinances.

Programs aimed at reducing airport noise involve airport operations, educating pilots on quieter aircraft operating techniques and quieter aircraft, involving the public in aircraft noise reduction policy, and preventing sensitive uses from encroaching in noise constrained areas.

See Policy CHS-4.2

2.7 Water and Sewer Service

General Plan policies call for properly designed and maintained water, utility, flood control and sanitary sewer systems to meet the needs of present residents, accommodate future growth, protect the environment and afford proper health and safety protection, including the provision and maintenance of a safe and sufficient trunk sewer system. The City of Fullerton provides sewer and water service through the City's Engineering Department.

2.7.1 Sewer Service

Fullerton's sewer system consists of trunk lines, main lines and laterals. The larger trunk lines are owned and maintained by the Sanitation District of Orange County (SDOC); the remaining trunk lines and the main lines are the responsibility of the City's Engineering Department. Developers are required to install laterals (the lines that go between structures and the main line), and in some cases, the main lines, in conjunction with new construction. Property owners are responsible for maintaining lateral lines.

See Policy CHS-6.5

Based on the City's projected buildout, the Drainage Master Plan identifies ultimate capacity requirements and potential deficiencies to be corrected. The report outlines a deficiency priority list for major sewer maintenance. Eleven high priority projects will be financed through the Sanitation Fee Program. Under this program, the "sanitation fee" portion of the water bill is used to finance sewer and storm drain improvements. This priority list is reviewed annually.

The City continues the development of site plan standards that require developers to install sewer facilities as well as the issuance of sewer permits and inspection of completed sewer hookups. This is supported by periodic review of the sewer relief facility priority list and construction of relief sewers in a logical, priority-oriented sequence.

2.7.2 Domestic Water Service

Water supply and consumption within the City of Fullerton is planned for by both the Urban Water Management Plan (last updated in 1990) and the Water Master Plan (last updated June, 1991). Presently, the City of Fullerton pumps approximately 75 percent of its water from the groundwater supply. The remaining 25 percent is purchased from Metropolitan Water District (MWD). The City's system consists of twelve wells, ten reservoirs and eight imported water connections.

See Policies CHS-6.2 and 6.3

The Urban Water Management Plan includes a description of water conservation and water management activities that the City currently conducts or may conduct within the next ten years. The Water Master Plan provides specific water system improvements required as the City grows over time. The Plan takes into account land use, development and expansion, water use trends, available sources of supply, distribution system requirements, and initial and annual costs of proposed improvements. Overall, City water supply and the distribution network are considered adequate for existing and future development.

2.7.3 Fire Flow

Fire flow requirements which ensure adequate water pressure and volume for structural fire protection, are determined according to the formulas provided by the Uniform Fire Code. The City is responsible for providing adequate fire flow for existing structures, while developers are required to provide adequate fire flow for new construction. In areas where water supply is restricted, a developer can effectively decrease the fire flow requirements by the use of different types of construction and other modifications to building design. These include changes in the size of the project, the type of construction and/or the addition of built-in automatic fire protection such as fire sprinklers. Requirements are determined on a case-by-case basis at the time of project review.

See Policy CHS-6.2

The City of Fullerton has three emergency connections to assist in short-term emergency situations (such as water main breaks or fires). The connections are located at Harbor Boulevard and La Palma Avenues, Raymond Avenue south of Orangethorpe Avenue, and Placentia Avenue at the city boundary. Plans for short-term emergency connections are being developed with the City of La Habra.

2.8 Airport Operations

The Fullerton Municipal Airport is a City-operated general aviation facility located at the southwestern boundary of the City. The FAA requires that the City own a 1,000-foot Runway Protection Zone (RPZ) at either end of the runway. Portions of the RPZ fall within the city limits of Buena Park. An "Accident Potential Zone I" exists within each RPZ and an "Accident Potential Zone II" exists within 500 feet of the runway centerline beyond the RPZ and/or the airport proper. The area adjacent to the airport is designated for industrial uses, with some medium density residential development.

See Policy CHS-3.1

The Airport influences land use patterns in the airport environs. In addition to noise concerns, flights in and out of the facility represent potential hazards to uses within the landing and take-off patterns. Flight routes to and from the Fullerton Airport are designed to minimize conflicts with and hazards to existing uses in the airport vicinity. However, new proposed uses must recognize the airport and its operating characteristics. The airport will continue to influence the types of land uses established and buildings constructed within proximity to the airport.

The City regulates heights near the airport, prohibiting structures higher than ten feet within 200 feet from the end of the runway, or twenty feet high within 400 feet from the end, to maintain a 20:1 ratio. Similarly, structure heights are limited along the sides of the airport at a 7:1 ratio.

3 COMMUNITY HEALTH AND SAFETY GOALS, POLICIES AND PROGRAMS

Residents pride themselves on the safe living environment that prevails in the Fullerton community. The City will continue to provide adequate levels of public service and infrastructure support necessary to maintain this environment through implementation of the following goals, policies and programs:

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized policies and programs text represents changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

Police and Fire Operations

Goal CHS-1: *Efficient, well-equipped and responsive fire and police departments which offer maximum feasible personal safety and protection from loss of life and property.*

Policy CHS-1.1 Continue to research and implement methods of improving the efficiency of the fire and police forces.

Operational Efficiency

Purpose:

1. Utilize personnel in a cost-effective manner.
2. Reduce the number of deaths, the severity of injuries, and amount of property loss per capita due to accidents, hazardous materials, crime, fire or medical emergency.
3. Retain effective response times for police and fire emergency calls.
4. Provide peace of mind to the community.

Programs:

a. Maintenance or replacement of equipment as necessary.

b. Research and evaluation of new developments in police science and fire protection and their implementation where feasible.

c. Staff training and re-education courses (paramedic training, counseling, law and ordinance education, etc.).

d. Participation in statewide police and fire organizations.

e. Continuation of computer assistance for patrol investigation, fire service dispatching, record management, planning and distribution of information.

*f. **Respond to hazardous material emergencies and supervise mitigation/clean-up efforts.***

Policy CHS-1.2 Expand the police and fire services as necessary to serve increased needs.

Expansion of Services

Purpose:

1. Extension of the same level of protection enjoyed by current residents to residents of newly developed areas of the City.

2. Retain a fire insurance rating that is the most appropriate and cost effective for the City.

Programs:

a. Development of advanced plans based on population and housing projections.

b. Expansion of water and hydrant system as necessary.

c. Extension or improvement of arterial streets as necessary to serve new development and expanding areas.

d. Relocation, enlargement and improvement of fire stations as necessary.

*e. **Offer cultural awareness training to safety personnel consistent with community demographics.***

Policy CHS-1.3 Encourage physical planning techniques which will help prevent accidents, crimes, and fires.

Physical Design

Purpose:

1. Increase in public's knowledge of effective building safety, security, and site planning techniques.

2. Ensure adequate access and visibility for police patrols and the public of all new buildings, subdivisions, and park and open space areas.

Programs:

a. Educational activities and talks to the public.

b. Adoption of revised editions of State Building and Fire Codes.

c. Review of proposed development and park projects including landscape design, by police and fire departments.

d. Prohibition of parking on streets wherever traffic safety or community welfare dictates.

e. Investigation of the feasibility to establish fire lanes in developments of high hazard potential.

f. Regular fire safety inspections of residential, commercial, and industrial properties.

g. Adopt regulations and provide design guidelines which promote "defensible space" by increasing visibility, access and shared public domain.

Policy CHS-1.4 Adequately prepare in order to provide emergency services in the event of a major disaster.

Emergency/Disaster Preparation

Purpose:

1. Reduce the number of deaths and extent of injuries and property damage.
2. Restore essential services as soon as possible following a disaster.
3. Protect remaining resources.
4. Retain continuity in governmental functions.
5. Coordinate services with civil defense, emergency service organizations of other jurisdictions and volunteer groups.

Programs:

a. Implementation of the Disaster Preparedness Plan as necessary.

b. Involvement of key City personnel in annual practice drills for disaster preparedness.

Policy CHS-1.5 Police and fire activities and strategies will be coordinated with related social services.

Coordination with Social Services

See also the following Chapter:
• Community Services

Purpose:

1. Reduce the number of individuals who become involved in criminal activity.
2. Refer juveniles to qualified community-based service agencies wherever possible.
3. Reduce the long-term effects of crime on victims.
4. Better utilize existing social services through appropriate police referrals.

Programs:

a. Identify and coordinate social and recreational services for youth within the City.

b. ***Develop and exchange program models for youth services with other municipal and county agencies.***

c. Continuation of juvenile diversion activities.

d. Police training classes to inform officers which agencies provide particular social services.

e. Dissemination of information to crime and emergency victims regarding available social services.

f. Continuation of Citizens' Victim/Witness Assistance.

g. Continuation of the community-based services and facilities for adult and juvenile restitution.

h. Establishment of regular communication between the Police Department and the Community Services Department.

i. ***Facilitate referral to public and non-profit agencies for those with special needs.***

Community Involvement

Goal CHS-2: *A high level of communication reflecting citizen participation in policy development and delivery of fire and police services.*

Policy CHS-2.1 Encourage citizens to participate with the Police and Fire Departments in crime, fire and accident prevention.

Community Education

Purpose:

1. Increase the public's awareness of appropriate personal safety and other emergency actions.
2. Increase civic pride and responsibility in order to boost the quality of life.
3. Reduce the number of preventable accidents, crimes and fires.
4. Increase public participation in creating a crime-free environment.

Programs:

a. Continuation of educational activities and talks to the public and implementation of new educational activities as the need arises.

b. Participation in joint activities with community organizations.

c. Expansion of Neighborhood Watch.

d. Continuation of mandatory inspections and performance of safety inspections of homes and businesses upon request.

e. Commendations to citizens who have made exceptional contributions to public safety.

*f. **Distribution of self-help and public education brochures.***

*g. **Encourage inter- and intra-neighborhood programs which increase respect/sensitivity for cultural diversity and create proud, safe communities.***

Policy CHS-2.2 Encourage citizen participation in police and fire policy development.

Public Participation in Policy Development

Purpose:

*1. **Provide opportunities for citizen participation in identifying problems and recommending solutions.***

*2. **Encourage positive officer-citizen relationships.***

3. Enhance and maintain the public's trust in the Police and Fire Departments.

4. Enhance and maintain the public's understanding of the justice system.

Programs:

a. Identification of type and levels of services desired by the community.

b. Identification of public safety training needs.

c. Assistance to police-community groups.

d. Periodic surveys to determine citizen perception of officer performance, service expectations and satisfaction.

e. Establishment of procedures to evaluate and implement suggestions received from the public.

f. Continue and, where practical, expand problem solving efforts such as Operation Cleanup to address neighborhood deterioration and blight.

Airport Operations and Safety

Goal CHS-3: *Airport facilities that meet present and anticipated demands in a manner which enhances safety to the public, minimizes the adverse effects of aircraft operations on people, and promotes economic health of the community.*

Policy CHS-3.1 Provide safe and efficient airport operations.

Purpose: Promotion of aviation safety in operations at the airport.

Programs:

a. Provision and maintenance of "clear zones" at both ends of the airport runway.

b. Regulate heights of potential obstructions on all sides of the airport in compliance with imaginary surfaces as depicted in Federal Aviation Resolution, Part 77.

c. Removal of buildings and other objects that protrude into the clear zone or penetrate the transitional slope.

d. Placement and maintenance of emergency services at or near the airport.

e. Maintain the runway and taxiway conditions consistent with modern runway design criteria.

f. Coordinate with Federal Aviation Administration, and state, regional and local aviation agencies for cosponsorship of aviation seminars on and off the airport.

g. Monitor local, regional, state disaster plans to ensure availability of the airport during a major disaster.

h. Maintain federal Reliever Airport status.

Airport Safety

See also the following Chapter:
• Circulation

Noise

Goal CHS-4 *A community with maximum feasible protection from noise.*

Overall Approach

Policy CHS-4.1 Maintain noise level standards and facilitate efforts of residents to obtain relief from excessive noise.

Purpose:

1. Retain the external noise levels in residential areas below 60 CNEL.
2. Retain the internal noise levels in residential developments below 45 CNEL.

Programs:

a. Enforcement of State building code, zoning ordinance, and aircraft operating ordinance provisions.

b. Review and participation of Federal and State noise abatement activities.

c. Enforcement of the City's noise ordinance.

d. Develop a program to identify existing or future motor vehicle noise impacted areas and designate needed mitigation to reduce noise to acceptable levels.

e. Identify potential redevelopment areas or rezoning of land to reduce conflicts between noise generators and sensitive receptors.

f. Continue to review development projects for potential noise generation using comprehensive noise standards to ensure against noise conflicts.

Airport Noise

Policy CHS-4.2 Plan and manage airport operations in order to minimize the impact of noise generation from activities.

See also the following Chapters:
- *Land Use*
- *Circulation*

Purpose:

Reduce the negative impact of the noise levels caused by airport operations.

Programs:

a. Regulation of airport operations to reduce noise from the airport.

b. Promotion of on-airport pilot seminars to provide information and training on quieter operation of aircraft.

c. Continue to actively involve City staff and citizen volunteers in aircraft noise reduction through City policies, regulations, and public review.

d. Prevent noise sensitive uses from encroaching on the airport.

Seismic Safety

Goal CHS-5: *A community with maximum feasible protection from seismic hazards.*

Public Awareness

Policy CHS-5.1 Continue to promote public awareness of geologic and seismic hazards and mitigation measures.

Purpose:

Minimize loss of life or damage to persons or property due to seismic hazards through public awareness and education.

Programs:

a. Maintenance of geologic and seismic data on Fullerton which is updated and accessible to the public.

b. Distribution of pamphlets explaining hazards, mitigation measures and emergency actions.

c. Intensification of public education activities following an official earthquake prediction.

d. Train volunteers to augment city and county emergency response systems during a major earthquake.

Building and Planning Activities

Policy CHS-5.2 Take reasonable measures to protect the public from earthquakes through building and planning activities.

See also the following Chapter:
• Land Use

Purpose:

1. Ensure that new structures will be able to withstand a moderate earthquake without structural damage.

2. Correct structural deficiencies in public buildings that will be needed after a disaster.

3. Respond to state seismic safety mandates.

Programs:

a. Mandatory site plan standards which require developers to take appropriate mitigation measures where seismic hazards are suspected.

b. Adoption and enforcement of revised editions of the Uniform Building Code.

c. Inspections of seismic hazards upon request.

d. Identification and inspection of all essential public buildings that are needed during a disaster, checking for structural deficiencies and making needed corrections.

e. Mitigate deficiencies in essential public buildings by recommending structural and fire-life safety measures.

f. ***Review state laws and adopt/implement local ordinances to comply with state seismic safety programs.***

g. ***Seismic mitigation of unreinforced masonry and pre-1973 tilt-up buildings.***

Infrastructure Facilities

Goal CHS-6 *Properly designed and maintained water, utility, flood control, and sanitary sewer systems to meet the needs of present residents, accommodate future growth, protect the environment and afford proper health and safety protection.*

Street, Sidewalk and Trail Maintenance

Policy CHS-6.1 Improve streets, sidewalks, trails, and paths where needed and maintain them in a safe condition.

See also the following Chapter:
• Circulation

Purpose:

1. Reduce the number of deaths, severity of injuries and amount of property damage due to accidents.
2. Reduce the number of street-related crimes such as assaults, drug transactions, armed robbery and solicitation.

Programs:

a. Engineering studies, including biennial traffic surveys, to determine areas of congestion and conflict and areas in need of maintenance services.

b. Improvement of City street lighting systems as necessary and installation of safety lighting at signalized intersections, City parking lots and in deficient areas.

c. Maintenance and improvement of traffic signalization, including the installation of directional and regulatory signs and signals.

d. Maintenance of existing streets, alleys, sidewalks, trails and paths.

Water Delivery

Policy CHS-6.2 Maintain and expand the water system as economic and population growth warrants.

See also the following Chapter:
•Land Use

Purpose:

1. Retain the current level of water service.
2. Provide a sufficient water supply to meet the City's fire protection needs.
3. Provide an emergency supply of water sufficient to meet the needs of City residents for at least three average days.

4. **Adequately maintain the water system infrastructure.**

5. **Increase water supply self-sufficiency by raising the percentage of water provided locally.**

Programs:

a. Installation or replacement of water mains where necessary to provide sufficient fire flows.

b. Installation of fire hydrants where needed in both existing and new developments.

c. Construction and replacement of storage facilities, wells, pumping stations and transmission and distribution lines in accordance with new development, water quality requirements and population growth.

d. Continued enforcement of site plan standards which require developers to install water facilities.

e. Continuation of water system maintenance programs.

f. Investigate programs which reduce water consumption, such as the use of reclaimed or "gray" water, installation of dual piping, conservation and market incentives/disincentives.

Policy CHS-6.3 Reduce water pollution and ensure a quality water supply.

Water Quality

Purpose:

1. Reduce water pollution from both point and nonpoint sources.

2. Minimize erosion from construction sites and in new developments.

3. Maintain and improve the current level of ground water and distribution water quality.

4. Compliance with National Pollutant Discharge Elimination System (NPDES) standards.

Programs:

a. Investigation of actions to reduce water pollution.

b. Documentation of runoff volumes and erosion potential in the EIRs for major new developments.

c. Enforcement of grading regulations.

d. Continued implementation of water quality programs.

Flood Protection

Policy CHS-6.4 Provide and maintain local flood control protection.

Purpose:

1. Reduce the threat of flooding of property improvements.
2. Reduce the threat of local drainage problems due to poor building or site design.

Programs:

a. Continued enforcement of site plan standards which require developers to install storm drain facilities.

b. Continued construction of the primary storm drainage system.

c. Periodic review of storm drain priority list.

d. Review and submit revisions to Federal Emergency Management Agency (FEMA) of the flood hazard map as improvements are made.

e. Review and revision of building and site plans for impact of runoff.

f. Distribution of information to residents of proper slope maintenance techniques.

g. Identify flood hazard areas and provide appropriate land use designations and regulations for areas subject to flooding per Federal Emergency Management Agency (FEMA) requirements.

Sewer Facilities

Policy CHS-6.5 Provide and maintain a safe and sufficient trunk sewer system.

Purpose:

1. Maintain sufficient sewer capacity to serve existing and future users.
2. Provide quality sewer installation.

Programs:

a. Continued enforcement of site plan standards that require developers to install sewerage facilities.

b. Continuation of the issuance of sewer permits and inspection of completed sewer hookups.

c. Continuation of sewer main clean-up program.

Refuse Collection and Street Sweeping

Policy CHS-6.6 Continue to provide refuse collection and street sweeping services.

Purpose:

Coordinate street sweeping and refuse collection services in all City neighborhoods.

See also the following Chapter:
- *Regional Coordination (Waste Management Section)*

Programs:

a. Street sweeping and refuse collection services as often as necessary.

b. Periodic review of the quality and efficiency of refuse collection and street sweeping operations.

c. Continued implementation of the anti-litter campaign, including the adopt-a-park program.

d. Develop and implement an adopt-a-street anti-litter program.

COMMUNITY SERVICES

"Me and My Friend Janin" Karina Contreras, Grade 4, Acacia Elementary School

CITY OF FULLERTON

COMMUNITY SERVICES

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COMMUNITY SERVICES

1 INTRODUCTION

1.1 Purpose and Overview

The Community Services Element is not required by State law but is included as part of the General Plan to reflect the important relationship between recreation, human services, education, the arts and land use planning. It provides policy for the following services:

- Recreation
- Library
- Cultural Activities and Fine Arts
- Education

Community service programs are primarily the responsibility of the Community Services Department.

Exhibit CS-1 identifies community facilities in the City.

2 OVERVIEW OF ISSUES AND PLAN

The General Plan strives to provide an attractive, safe and well functioning community with quality public services and facilities that provide a high quality of life for all residents. A key component of the plan is the balanced distribution of services and community facilities to meet the needs of the City's diverse population.

See Policies CS-1.1, 1.2, 2.1, 2.2, and 2.6

A wide variety of community service programs are directly provided or supported by the City. Library services have been provided since the early 1900s. Recreational activities were first provided jointly by the School District and the City in the 1930s. The City began offering cultural and fine arts programs in 1965 when the Muckenthaler Estate was donated to the City. Human services were incorporated into the City's programs in the early 1970s.

A comprehensive description of the City's community services, goals, policies and programs is contained in the last section of the Element. The following provides an overview:

General Plan

Community Facilities

PUBLIC PARKS

1. Acacia School Park
2. Adlena Park
3. Amerige Park
4. Beechwood School Park
5. Brea Dam
6. Byerrum Park
7. Chaffee Park
8. Chapman Park
9. Craig Regional Park
10. Emery Park
11. Fern School Park
12. Fullerton Arboretum
13. Fullerton Driving Range
14. Fullerton Golf Course
15. Fullerton Greenbelt Park
16. Gilbert Park
17. Gilman Park
18. Grissom Park
19. Hermosa School Park
20. Hillcrest Park
21. Hiltscher Park
22. Independence Park
23. Laguna Lake
24. Laguna Road School Park
25. Lawrence/Truslow Mini Park
26. Lemon Park
27. Leonard Andrews Tennis Center
28. Lyon's Field
29. Los Coyotes Golf Course
30. Los Coyotes Regional Park
31. Nicholas School Park
32. Orangethorpe School Park
33. Pacific School Park
34. Panorama Park
35. Parks Road Greenbelt
36. Ralph B. Clark Regional Park
37. Richman Park
38. Richman School Park
39. Rolling Hills Park
40. Rolling Hills School Park
41. San Juan Park
42. Trail Rest Park
43. Tri-City Park
44. Valencia School Park
45. Vista Park
46. West Coyote Hills Park
47. West Coyote Hills Nature Park
48. West Coyote Hills Tree Park
49. White Park
50. Woodcrest School Park

FIRE STATIONS

F1. Fire Station #1 (Administration)
F2. Fire Station #2
F3. Fire Station #3
F4. Fire Station #4
F5. Fire Station #5
F6. Fire Station #6

Recreational Trails

ELEMENTARY & JR. HIGH SCHOOLS

1. Acacia Elementary School
2. Commonwealth Elementary School
3. Fern Elementary School
4. Fullerton School District Offices
5. Golden Hill Elementary School
6. Hermosa Elementary School
7. Ladera Vista Junior High School
8. Laguna Road Elementary School
9. Nicolas Junior High School
10. Orangethorpe Elementary School
11. Pacific Drive Elementary School
12. Parks Junior High School
13. Raymond Elementary School
14. Richman Elementary School
15. Rolling Hills Elementary School
16. Saint Mary's Elementary School (Private)
17. Saint Phillips Elementary School (Private)
18. Sunset Lane Elementary School
19. Topaz Elementary School
20. Valencia Elementary School
21. Woodcrest Elementary School

HIGH SCHOOLS

1. Fullerton High School
2. Fullerton Joint Union High School District Offices
3. La Vista High School
4. Rosary High School (Private)
5. Sunny Hills High School
6. Troy High School

COLLEGES AND UNIVERSITIES

1. California State University, Fullerton
2. Fullerton Community College
3. North Orange County Community College Offices
4. Pacific Christian College
5. Southern California College of Optometry
6. Western State University College of Law

PUBLIC FACILITIES

P1. Basque Yard (Maintenance & Operations Yard)
P2. California Department of Motor Vehicles
P3. City Hall
P4. Fullerton Museum Center
P5. Fullerton Senior Multi-Service Community Ctr
P6. Hunt Branch Library
P7. Main Library
P8. Maple Senior Center
P9. Muckenthaler Cultural Center
P10. North Orange County Municipal Court
P11. Police Station
P12. Valencia Community Center
P13. Topaz Community Center
P14. National Guard Agency

TRANSPORTATION FACILITIES

T1. Fullerton Airport
T2. Fullerton Park & Ride
T3. Fullerton Transportation Center

POST OFFICES

P1. Main Post Office
P2. Commonwealth Station
P3. Orangehurst Station
P4. Sunny Hills Station

N
W E
S

CITY OF FULLERTON CALIFORNIA

0.5 0 0.5 1 Miles

City of Fullerton
Development Services Department
Geographic Information System

SVCOFGIS/GISDATA/PROJECTS/PROJECTS_OLD_MAPBASE/GENERAL PLAN EXHIBITS/COMMFAC2.APR

2.1 Recreational Programs

Fullerton's recreational programs emphasize activities for pre-school children and youth between 7 and 12 years of age, sports activities for adults, and a wide range of senior activities. Other services are offered for working parents and the disabled. Participation is greatest in facility oriented activities such as swimming, tennis, racquetball, gym, senior club activities and youth baseball, softball, soccer and football.

See Policy CS-2.3

The City's recreational activities are advertised in the quarterly Community Services Newsletter distributed to all Fullerton residents.

2.2 Human Services Programs

The City of Fullerton works with community and volunteer organizations to provide an array of coordinated human services programs. Seniors, alienated youths and the disabled are the primary beneficiaries of the City's human services programs. The following are among the various programs and activities the City participates in:

See Policy CS-2.5

Youth Programs

- Teen dances at Independence Park
- Youth in Business Day
- Youth in Government Day
- Student Recognition Program
- Volunteer Programs

Graffiti Programs

- Graffiti Removal
- Community groups that repaint and clean graffiti removal projects.
- Graffiti Hotline
- Adopt–A–Park

Senior citizen programs:

- Home Services
- Transportation Services
- Senior Counseling
- Health Clinics
- Responding to consumer complaints from senior citizens.

Disabled Persons:

- Programs for mentally ill youth, mentally ill teens and adults and physically disabled youth.
- Programs for physically handicapped teens and adults.

Human services programs are advertised in the quarterly Community Services Newsletter as well as in a monthly Senior Bulletin monthly. Both highlight programs and activities available for the community.

2.3 Library Services

The City of Fullerton maintains three library facilities: the Main Library, located at 353 West Commonwealth Avenue; the Hunt Branch Library, located at 201 South Basque on the Hunt Wesson property; and the Bookmobile. The facilities consist of over 60, 000 square feet. The City's 1993 collection was approximately 260,000 volumes, including periodicals, records, cassettes, films, slides and art prints.

See Policies CS-3.1, 3.2, 3.3 and 3.4

The Fullerton Libraries are participants of the Santiago Library System, which encompasses ten public libraries in Orange County. A cardholder may access any of these ten libraries.

The Fullerton Library system provides access six days a week to the community, including fifty-nine hours of public service at the Main Library, thirty-eight hours of service at the Hunt Branch Library and twenty-four weekly stops by the Bookmobile. According to the 1987 Long-Range Branch Site Study, two additional branches are needed to serve the northwest and northeast sections of the City. In addition, there is a need for additional parking and study spaces at the Main Library facility.

The Fullerton Public Library strives to provide services to a diverse population of all ages. This is accomplished through various procedures and programs including:

- Providing materials in a variety of formats and languages. The Library circulates about 1,000 books a month in both Korean and Spanish languages.
- Children's programs, such as the Summer Reading Club at the Main Library, the Hunt Branch, and the Bookmobile.
- The Bookmobile regularly visits two schools (one with a large minority enrollment and one in a remote location from the Main Library) and various retirement homes. It also makes a stop at the Maple Community Center as part of the Partnerships for Change effort.
- Homebound service staffed by volunteers.
- Maintaining strong library volunteer programs to support such activities as shelf reading, book shelving, maintaining a picture file, assisting with the Summer Ready Program, and data entry.
- Hosting intern programs for the master's degree in library science programs at UCLA, the CSUF extension program of San Jose State University and the library technician program at Fullerton College.

Library service needs are determined by a number of factors, including a needs assessment survey conducted approximately every 10 years (after the release of the U.S. Census), analysis of existing demographic data (Census figures and schools district enrollment figures), monitoring the use patterns of materials checked out by patrons on a monthly basis, conducting occasional user satisfaction surveys, monitoring patron requests on an ongoing basis, and comparing library statistics to other California cities of the same size (annual basis). Past practices to determine library service needs have included target goals of a minimum of two volumes per capita and adding an average of 14,000 new volumes per year.

Sources of revenue for library services include the City's General Fund, library fees and fines, state/federal grants, donations, rental of meeting rooms, payments for lost materials, and photocopy machines.

Issues of concern to the library system include planning future branches, adapting to the diverse needs of the population, providing adequate parking and study facilities, remaining accessible to the disabled, evaluating the impact of social problems such as latchkey kids, homelessness, and the unemployed on library services, and effective use of computer resources for improved service.

2.4 Cultural Activities and Fine Arts

Fullerton has offered fine arts and cultural programs since 1965, when the Muckenthaler Estate was donated to the City. Other cultural activities co-sponsored by the City include the presentations of the Fullerton Civic Light Opera and the Fullerton Friends of Music, the annual "Night in Fullerton," Fourth of July activities, the Founder's Day Parade and the Arts Festival held in Hillcrest Park each year. The City also supports the continuing development and operation of the Fullerton Arboretum on the Cal State University campus and acts as a liaison between various local art organizations to coordinate volunteer art activities.

See Policy CS-2.4

2.5 Educational Services

The City of Fullerton has an extensive educational system ranging from preschool to collegiate activities. Three school districts cover the City: Fullerton School District, Fullerton Joint Union High School District and Placentia-Yorba Linda Unified School District.

2.5.1 Fullerton School District

The Fullerton School District is responsible for elementary education in the community, from kindergarten through eighth grade. The District maintains eighteen school facilities, illustrated in Exhibit CS-1, with a 1993 total student population of approximately 10,900. As Table CS-1 shows, the District has several schools which are currently functioning over capacity. The District has indicated that it has experienced a 3.5 percent increase between the 1991 and 1992 school years.

Future housing development in Fullerton will affect the District's facility and program needs in two major areas. First is the impact of projected development in the East Coyote Hills. As units are developed, additional seats will be needed at schools that are already at capacity, namely Rolling Hills, Hermosa, Laguna Road, Acacia, and Raymond. Rolling Hills, Hermosa, Laguna Road and Acacia are currently receiving students bused to them from the area surrounding the now closed Maple School. In order to accommodate the growth, the District will need to reopen and improve Maple School with new classroom buildings and a multi-use facility. Another prospect would be to reopen Beechwood, a school now used by the Fullerton High School District for offices. In order to reopen Beechwood, the District would need to double its current capacity of 280.

In the western portion of the City, two potential school sites have been identified: one in the Amerige Heights Specific Plan District and the other in the West Coyote Hills Specific Plan District. The Fullerton School District may also consider developing year-round programs to accommodate the growing population. The year-round discussion must include air conditioning schools to make year-round use feasible.

Sunset Lane, Valencia, Laguna Road, Orangethorpe, and Pacific Drive would need to be air-conditioned.

If the West Coyote Hills development progresses, the District will need an additional school site in that area. Additional facilities will be needed if growth exceeds current projections.

2.5.2 Fullerton Joint Union High School District

Fullerton Joint Union High School District is responsible for all public high school education in the City. As Table CS-2 shows, four high schools are located in the area, and the District had a 1993 total student population of approximately 4,800.

2.5.3 Placentia-Yorba Linda Unified School District

The Placentia-Yorba Linda Unified School District (PYLUSD) is responsible for elementary and high school education in the cities of Placentia and Yorba Linda, as well as an easterly portion of the City of Fullerton. Kindergarten through 12th grade are served. The District maintains 22 schools with a 1993 total school enrollment of 15,863 students. Only one of these schools, Topaz Elementary School, is located in the City of Fullerton. However, the number of PYLUSD students that reside in Fullerton as of November, 1993, totalled 1,233.

2.5.4 Higher Educational Facilities

There are five accredited colleges and universities are located in the City.

- **California State University at Fullerton:** CSUF offers 94 fully accredited degree programs, 44 of them at the graduate level, to approximately 23,000 regular and 18,000 extended program students.

- **Western State University:** WSU offers day, evening and weekend programs of study leading to the Juris Doctor degree and Certification for the California Bar Examination. The College's in-house legal clinic provides the public with legal counsel and reference services. WSU has a student enrollment capacity of 1,400. The enrollment figure as of September 1993 was 1,157 students.

- **Southern California College of Optometry:** SCCO offers a Doctor of Optometry degree, one of only seven such schools in the United States. The school's Optometric Center is open to the public for eye care, vision exams and vision therapy. SCCO has a student enrollment capacity of 384. The student enrollment figure for March, 1994 is 380 students. Sixty of the 380 students are completing their clinical internship and are only on the campus part-time.

- **Pacific Christian College:** PCC provides a diverse four-year curriculum in Christian education, management, psychology, and music. The college has a student enrollment capacity of 1,050. The student enrollment figure for March 1994 is 668 students.

- **Fullerton College:** Established in 1913, Fullerton College is the oldest continuously operating community college in California. It has approximately 22,000 students taking college level classes leading to an Associate of Arts degree.

TABLE CS-1
FULLERTON ELEMENTARY SCHOOL DISTRICT FACILITIES

School	Address	Grades	1993 Enrollment	Capacity
Acacia Elementary School	1200 N. Acacia Ave.	K-6	631	690
Commonwealth Elementary School	2200 E. Commonwealth Avenue	K-6	436	510
Fern Elementary School/Park	1400 Fern Dr.	K-6	635	630
Golden Hills Elementary School	732 Barris Dr.	K-6	594	570
Hermosa Elementary School/Park	400 E. Hermosa Dr.	K-6	421	420
Laguna Road Elementary School/Park	300 W. Laguna Rd.	K-6	663	630
Orangethorpe Elementary School/Park	1400 S. Brookhurst Rd.	K-6	740	680
Pacific Drive Elementary School	1501 W. Valencia Dr.	K-6, daycare	832	870
Raymond Elementary School/Byerrum Park	517 N. Raymond Ave.	K-6	518	510
Richman Elementary School/Park	700 S. Richman Ave.	K-6, daycare	734	870
Rolling Hills Elementary School/Park	1460 E. Rolling Hills Dr.	K-6, daycare	535	540
Sunset Lane Elementary School	2030 Sunset Lane	K-6, daycare	697	660
Valencia Elementary School	3441 W. Valencia Dr.	K-6, daycare	812	810
Woodcrest Elementary School Park	455 W. Baker Ave.	K-6	426	430
Ladera Vista Junior High School	1700 E. Wilshire Ave.	7-8	679	840
Nicolas Junior High School/Park	1100 West Olive Ave.	7-8	721	840
Parks Junior High School	1710 Rosecrans Ave.	7-8	852	850
Maple Community Center	244 E. Valencia Dr.	Daycare	N/A	N/A
TOTAL ENROLLMENT			10,925	

TABLE CS-2
FULLERTON JOINT UNION HIGH SCHOOL DISTRICT FACILITIES

School	Address	Grades	1993 Enrollment
Fullerton High School	201 E. Chapman Ave.	9-12	1,300
La Vista High School	909 N. State College Blvd.	9-12	305
Sunny Hills High School	401 S. Warbarton Way	9-12	1,878
Troy High School	2200 E. Dorothy Lane	9-12	1,278
TOTAL ENROLLMENT			4,761

3 GOALS, POLICIES AND PROGRAMS

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized policies and programs text represents changes made during initial phases of the Update when 1981 goals, policies programs were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

Overall Approach

Goal CS-1: *A public well-informed of the City's recreation, cultural, fine arts, social and library services and involved in the design and delivery of those services.*

Policy CS-1.1 Provide information concerning available community activities, programs and services. **Public Outreach**

Purpose:

1. Increase the public's knowledge of available activities, programs, and services.
2. Publish periodically information about community services.
3. Establish community service information and referral services at both City Hall and the Library.

Programs:

a. Develop procedures for training of appropriate City staff in information dissemination and referral.

b. Collection of information from other agencies offering community services.

c. Development of a periodically updated information and referral file.

d. Publication and/or distribution of information through flyers, posters, newspaper articles, brochures and through electronic/telecommunication systems such as cable television.

e. Dissemination of information about community services through other agencies.

Policy CS-1.2 Strive to provide quality services and to maximize use of all existing resources. **Quality and Efficiency**

Purpose:

1. Increase the cost effectiveness of programs.

2. Maintain and/or improve the quality of programs that are offered.

3. Increase the number of people served based on residents' needs.

4. Avoid a duplication of services.

5. Maximize the use of available facilities.

6. Develop an integrated approach to communication.

Programs:

a. Periodic community and staff review to evaluate the success in meeting needs as well as the quality and cost effectiveness of services.

b. Personnel development and training.

c. Interdepartmental meetings.

d. Employ grants and other public and private resources to help meet community service needs.

Community Service Programs

Goal CS-2: *Community service programs that are conveniently located, responsive to residents' needs, integrated with programs and facilities of other agencies, including recreational programs, cultural and fine arts experiences, and human service programs.*

Policy CS-2.1 Periodically prioritize and determine unmet community needs and allocate community resources accordingly.

Program Development

Purpose:

1. Periodically assess community service needs.

2. Annually review the resource allocation procedure through the budget process.

3. Adopt and review an integrated long range program plan.

Programs:

a. Collection and analysis of census data, police statistics, survey results, multi-cultural information and other demographic data.

b. Documentation of services currently provided and clients currently served.

c. Public meetings.

d. Adopt and review an integrated three-year program plan.

e. Develop a needs assessment program.

Policy CS-2.2 Encourage citizen involvement in the development and delivery of community services.

Community Participation

See also the following Chapters:
• Implementation

Purpose:

1. Increase the public's input into the design and evaluation of community services and facilities.

2. Increase the amount and quality of volunteer efforts for the benefit of those served and serving.

3. Increase the private financial support of community service programs.

4. Increase neighborhood pride and safety.

Programs:

a. Develop procedures for including user groups, including youth, into service design and evaluation.

b. Use of advisory commissions, committees, task forces and neighborhood groups to channel input from citizens and community agencies.

c. Staff support for citizen commissions, committees and task forces.

d. Public meetings.

e. Studies, surveys, needs assessments, and evaluation of services.

f. Financial, technical and other support and recognition for volunteer work.

g. Promote the use of schools as before- and after-school child care centers.

Policy CS-2.3 Provide recreational opportunities.

Recreational Programs

Purpose:

1. Allocate time, facility use, funds, and staff that reflect the needs of the population.

2. Provide a variety of opportunities and educate the public for the use of leisure time.

Programs:

a. Support of specific programs, traditional and alternative, to meet the needs of all age, socioeconomic, and cultural groups.

b. Evaluation of program needs to determine the most effective delivery of services.

*c. **Facilitate referral of recreational information.***

*d. **Support and provide council approved special event programming.***

Policy CS-2.4 Help create an environment where all residents can enjoy a variety of cultural and fine arts experiences.

Cultural and Fine Arts

See also the following Chapters:
- *Introduction*
- *Vision Statement*

Purpose:

1. Continue opportunities for an appreciation of the visual arts, cultural programs and special events.

2. Increase opportunities for active participation in the visual performing arts, cultural programs and special events.

*3. **Increase access to and promotion of multi-cultural programs.***

Programs:

a. Support of exhibitions, lectures, concerts, theater, etc.

b. Support for and the provision of art, music, dance classes, etc.

*c. **Support for and provision of citywide fine arts and cultural special events.***

*d. **Promote tourism through arts, cultural and special events programs.***

*e. **Support and provide council approved special event programming downtown.***

f. Provide a variety of educational opportunities related to arts and cultural programs.

*g. **Participate in cooperative efforts in arts and cultural information programs with elementary, high school, community college districts and university student populations.***

Policy CS-2.5 Facilitate efforts of various agencies to provide basic life necessities, counseling and related services for those in Fullerton with special needs.

Human Services Program

See also the following Chapters:
- *Housing*

Purpose:

1. Increase the public's sensitivity and responsiveness to human needs.

2. Enhance the physical and mental well-being of persons in need.

3. Improve the ability of those needing help to cope with daily living situations.

Programs:

a. Facilitation of efforts to sensitize citizens to the needs of others.

b. Facilitation of services which provide the basic necessities of life.

c. Facilitation of services which aid persons in dealing with their problems of daily living.

Policy CS-2.6 Provide or support community services and facilities that are available and accessible to all.

Program Accessibility

Purpose:

1. Establish services and facilities that are accessible to residents of every area of the City.

2. Increase access to community services and facilities for those who have special needs.

Programs:

a. Support of services provided at neighborhood community centers.

b. Study of the feasibility of establishing new neighborhood community centers or outreach services in areas not presently served.

c. Construction of a multi-purpose community center.

d. Support and maintenance of appropriate facilities when used for community services.

e. Support for and coordination of mobile services (recreation, nutrition, etc.).

f. Support for and coordination of transportation services.

g. Encourage accessibility in program areas and services for disadvantaged and disabled persons or those with special needs.

h. Specific services for culturally diverse populations.

i. Review of agencies providing contract services to insure that they are nondiscriminatory.

Policy CS-2.7 Cooperate with surrounding cities and other agencies to provide community services.

Regional Coordination

See also the following Chapter:
•Regional Coordination

Purpose:

1. Avoid a duplication of services.

2. Maximize the use of facilities and programs on a regional basis.

3. Obtain and fully utilize appropriate Federal, State, and regional services and funds.

Programs:

a. Joint meetings with the staff of nearby cities and agencies to plan the delivery of community services.

b. Regular exchange and utilization of information with other agencies.

c. Joint-use agreements with schools, colleges, sports leagues, other cities and agencies.

d. Preparation and submission of appropriate funding proposals, jointly or unilaterally.

Library Services

Goal CS-3: *Library services of highest quality which emphasize a strong central library and conveniently located extension services, facilities and materials to meet the educational, informational and recreational needs of a culturally diverse community.*

Policy CS-3.1 Strive to provide highest quality library services for people of diverse age groups, socioeconomic levels, and cultural backgrounds.

Overall Approach

Purpose:

1. Maximize the utilization of professional expertise and technology in the development and delivery of library resources.

2. Provide material collections that are responsive to changing community needs and demographics.

3. Provide materials expeditiously to the public.

4. Provide optimum daily access to library services.

5. Provide quality library services in a cost-effective manner.

Programs:

a. Provision of traditional and innovative library services.

b. Professional selection and development of book and non-book collections.

c. Utilization of technological advances for cost-effective support service.

d. Continued education and training for library personnel.

e. User satisfaction survey and circulation trends.

f. Development and marketing of multicultural services and materials to meet the needs of a multicultural population.

g. Special events and activities which introduce and explain library services and holdings.

Policy CS-3.2 Continue to provide a strong central library with extension services and facilities for people who do not have reasonable access to the main library.

Accessibility

Purpose:

Provide library services that are accessible to all.

Programs:

a. Emphasis on the main library for primary material collections and services, program development, and administrative functions, with support services at the Hunt Branch Library and Bookmobile.

b. Extension services for those with special needs and those without reasonable access to the main library, including but not restricted to bookmobile service and branch facilities.

c. Sponsorship and coordination of a library volunteer program.

d. A community needs assessment of existing and possible future library services.

e. A strategic plan to respond to the results of the community needs assessment.

Policy CS-3.3 Cooperate with other public and private agencies to improve library services.

Regional Library Coordination

See also the following Chapter:
•Regional Coordination

Purpose:

1. Utilize library resources of other agencies, jurisdictions and industries.

2. Develop mutually beneficial joint library extension services and facilities.

3. Utilize appropriate federal, state, county, and regional services, collections and funds.

Programs:

a. Participation in interlibrary loan and reference functions in cooperation with other libraries and networks.

b. Direct access and universal borrowing privileges for Fullerton residents at other public libraries.

c. Joint meetings with the staffs of other agencies to exchange information and improve the delivery of library services.

d. Joint use agreements with schools, colleges, industries, and other cities and agencies for library extension services and facilities.

e. Preparation and submission of appropriate funding proposals.

Policy CS-3.4 Maintain library services as a fundamental part of the educational climate of the City.

Educational Coordination

Purpose:

1. Direct response to the informational, lifelong learning and literacy needs of the public.

2. Provide curriculum enrichment for students.

Programs:

a. Facilitation of self-education and continuing education for individuals.

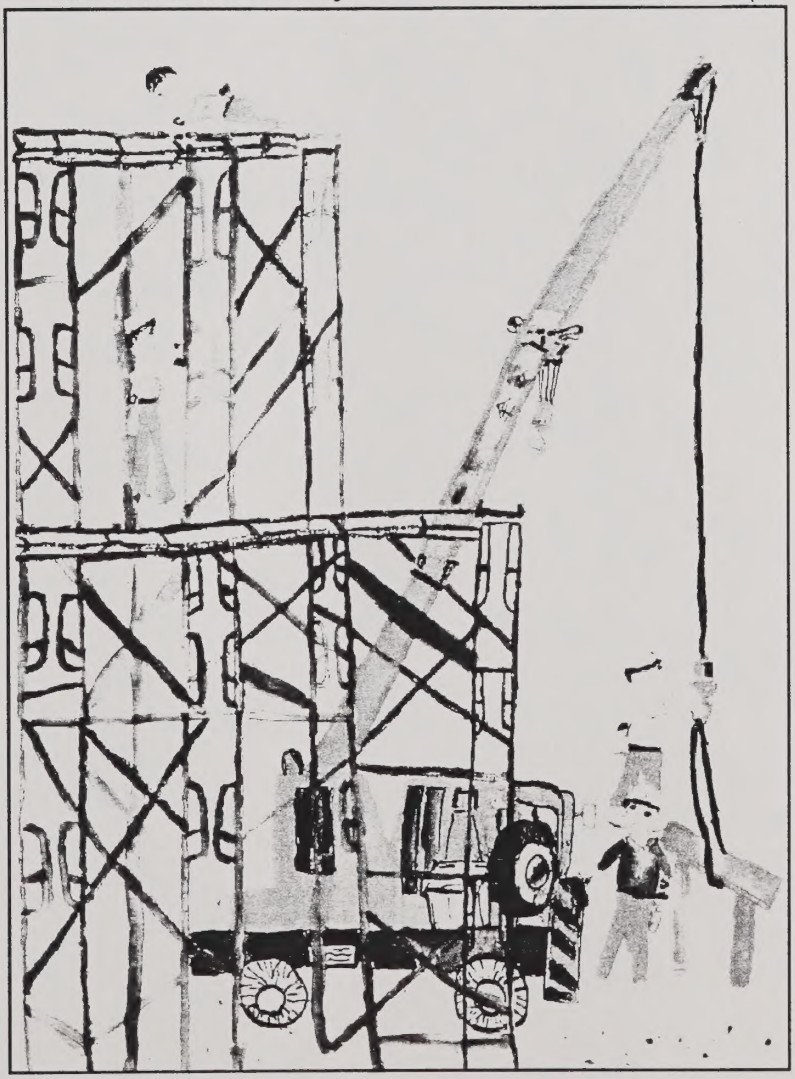
b. Provide supplementary materials to teachers, parents and students.

c. Adult literacy volunteer program.

d. Programs which foster an interest in reading and the use of all types of media.

REGIONAL COORDINATION

"Workers at Construction Site" Miyumi Yamura, Grade 4, Niesan School, Fukui, Japan



CITY OF FULLERTON

City of Fullerton General Plan

REGIONAL COORDINATION

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REGIONAL COORDINATION

I. INTRODUCTION

1.1 Purpose

Many urban problems are increasingly regional in nature; their complex interdependencies defy conventional solutions. Issues such as poor air quality and traffic congestion do not respect local governmental boundaries. Regional problems demand regional solutions. This chapter serves to recognize the need to participate in and influence the plans and programs operating on a scale larger than the City of Fullerton.

1.2 Overview

Numerous federal, state, regional and county mandates directly affect Fullerton. Each is discussed in the Regional Coordination Element. They include:

- **Congestion Management Program** — California voters approved Proposition 111, approved by California voters on June 5, 1990, which authorized a nine cent per gallon gas tax to fund statewide transportation improvements. The City must maintain and implement a Congestion Management Program (CMP) to qualify for this funding.

- **Measure M** — City adoption of a Growth Management Element is required by Measure M in order to qualify for sales tax funds. This mandate was adopted by Orange County voters on November 6, 1990, and became effective on April 1, 1991. Funding for Measure M projects is derived from a one-half cent increase in the County's sales tax.

- **Integrated Waste Management** — The Integrated Waste Management Act of 1989 (AB 939) was passed by the legislature to address, on a statewide basis, the increasing volume of solid waste generated, diminishing landfill capacity and the potential adverse environmental impacts from landfill operations. Local waste management and recycling plans are required.

- **Air Quality** — To achieve both federal and state standards, regional agencies—the Southern California Association of Governments (SCAG) and the South Coast Air Quality Management District (SCAQMD)—have adopted a revised Air Quality Management Plan (AQMP) with emission reduction targets extending until the year 2010. The Plan includes mandates for local governments to implement selected "control measures" as their contribution to the improvement of air quality.

There is a growing interdependence in the region. Communities share water, air, transportation systems, and open spaces. Yet there is more to the regional/local question than merely how to address regional mandates. It is also a matter of understanding how governance within the region is structured and what means will be used to deal with regional issues at the proper scale. Because local governments have the ability to belong to and participate in these larger organizations, they may also wield considerable influence with regional bodies. The City has been active in monitoring and, where possible, influencing federal, state, regional and county agencies and committees on a variety of issues which affect the City's interests.

2 BACKGROUND AND ISSUES

2.1 Overall Approach to Regional Coordination

During the early 1990s, local jurisdictions in Orange County formed a structure for countywide coordination. Through a tier of policy, executive and technical advisory groups, emerging issues such as congestion management and air quality improvement are addressed. Coordinated jointly by the Orange County Division of the League of California Cities and the County of Orange, this mechanism has enabled Cities to benefit from joint analysis, yet retain the ability to take individual policy positions as desired. Other regional planning agencies include the Southern California Association of Governments (SCAG) and the Southern California Air Quality Management District (SCAQMD).

2.2 Congestion Management Program

The Congestion Management Program (CMP) requires a program that analyzes the impacts of land use decisions on regional transportation systems and estimates the costs associated with mitigating those impacts. This includes a traffic level of service standard for the CMP Highway System. In Fullerton the system includes Orangethorpe Avenue, Imperial Highway, Beach Boulevard, Harbor Boulevard, and State College Boulevard. In addition, a Traffic Demand Management (TDM) ordinance must be adopted. Annual demonstration of integration and application of the CMP into the land use decision-making process is required in order to be eligible for new federal and state funding. Both the CMP and Measure M require the establishment of a seven-year Capital Improvement Program.

2.3 Measure M

Each jurisdiction must comply with Measure M growth management requirements in order to receive Measure M sales tax revenues for transportation improvements. The requirements include adoption of a General Plan Growth Management Element and participation in inter-jurisdictional forums. Consistency between the City's Circulation Element and the County Master Plan of Arterial Highways must also be demonstrated.

2.4 Air Quality

The Clean Air Act requires the U.S. Environmental Protection Agency (EPA) to establish National Ambient Air Quality Standards (NAAQS) for six pollutants. These standards are set by law at a level that protects public health and welfare and allows an adequate margin of safety. Areas exceeding the federal standards more than two times

per year can be designated "non-attainment areas" under the Clean Air Act and are then subject to more stringent planning and pollution control requirements.

Under the 1990 amendment to the Clean Air Act, non-attainment areas are divided into five categories. "Marginal" or "moderate" violators only slightly exceed the NAAQS, whereas "serious," "severe," or "extreme" violators are much further above the standards. Areas designated "moderate" through "extreme" must adopt gradually tighter regulations. States with areas designated "moderate" or worse for ozone non-attainment are required to show a 3 percent per year reduction in emissions of volatile organic compounds.

Air quality in California is regulated by the California Air Resources Board (ARB), multi-county Air Quality Management Districts (AQMDs) and single-county Air Pollution Control Districts. The ARB is responsible for classifying air basins as attainment or non-attainment in accordance with the federal and state Clean Air Acts. The regional and local air quality agencies are primarily responsible for regulating stationary and indirect source emissions and for monitoring ambient pollutant concentrations. The SCAQMD is the AQMD for Los Angeles, Orange, San Bernardino, and Riverside Counties. The area is referred to as the Southern California Air Basin (SCAB).

SCAB exceeds the state air quality standards for four of the six criteria pollutants. The basin is in compliance with the federal sulfur dioxide and lead standards, but ambient carbon monoxide, ozone and particulate levels reach exceed the standards. In 1992, various monitoring stations within the Basin exceeded the federal standard for ozone on 143 days, carbon monoxide on 31 days, and particulate matter on 4 days (79 days of observations). In addition, SCAB is the only area in the country that does not attain the federal nitrogen dioxide standard. In 1992, various monitoring stations within SCAB exceeded the federal nitrogen dioxide standard on two days. These air pollutants exceed the more stringent state ambient air quality standards by an even higher margin.

Under the California Clean Air Act, districts designated as non-attainment for state ambient air quality standards for ozone, carbon monoxide, sulfur dioxide, or nitrogen dioxide were required to submit an Air Quality Management Plan (AQMP) for attaining and maintaining state standards for these pollutants by the end of 1990. Districts which received or contributed to transported air pollutants were required to submit an attainment plan.

The AQMP prepared by the SCAQMD in 1991, assigns action responsibilities to a partnership of federal, state, and local governments. The local level accounts for 8 percent of the potential reduction in pollution. To accomplish this reduction, the AQMP requires local government to incorporate air quality policies, strategies and actions in general plans, land use regulatory systems, and administrative processes.

As of the writing of the 1994 General Plan, the final draft 1991 AQMP has been conditionally approved by the ARB along with a request for further data related to implementation. EPA has not yet taken action. The 1994 AQMP is currently being developed by the SCAQMD and SCAG.

Non-compliance with the requirements of the AQMP could result in the District or EPA preempting local control and implementing intrusive regulatory backstop measures or other control programs. Additionally, non-compliance reduces the ability of the region to meet its air quality goals.

To date, most efforts at improving air quality have relied on emission control devices and the development of cleaner fuel technologies. While these efforts have been successful in reducing emissions, the effect of population growth in a regional context continues to undermine the gains. Efforts are increasingly directed at the relationship between growth, land use activities and transportation needs.

2.5 Waste Management

Specific programs and actions addressing waste management are found in the Regional Coordination Plan and Goals, Policies and Programs section of this element. An overview of key issues is provided below.

2.5.1 Solid Waste

AB 939 mandated a diversion of 1990 municipal solid waste landfill disposal tonnages by 25 percent by 1995, and 50 percent by 2000. The passage of AB 939 and companion legislation shifted solid waste planning and management for the first time to local jurisdictions. Each city and county unincorporated area was required to prepare a detailed Source Reduction and Recycling and Household Hazardous Waste Element to describe how the mandated diversion will be accomplished, including a program for the safe collection, recycling, treatment, and disposal of household hazardous wastes. Cities were also required to adopt and implement a Hazardous Waste Management Plan.

Estimates by the Orange County Integrated Waste Management Department indicate that Fullerton is diverting 7 percent of solid waste per year through voluntary municipal and business recycling and composting efforts as of 1993. These estimates indicate that the City is 18 percent short of the 1995 mandate and 43 percent short of the 2000 mandate for a 50 percent diversion of waste. While the AB 939 requirement for a 25 percent reduction in solid waste by 1995 is expected to be met, the 50 reduction by the year 2000 will be much more difficult. To a great extent, achieving the 50 percent target will rely on the success of green waste diversion programs.

MG Disposal and Dewey's Rubbish Service provide solid waste disposal service in the City. Fullerton College and California State University contract with Dewey's Rubbish Service for their solid waste disposal. The rest of the City is serviced by MG Disposal.

MG Disposal estimates that 149,355 tons of solid waste is generated yearly by the City. That amount is broken down into 66,575.5 tons (44.6%) residential, 37,731.1 (23.3%) commercial and 45,048.8 (30.2%) industrial.

Both MG Disposal and Dewey's Rubbish Service dispose of solid waste at the 678–acre Olinda Alpha Landfill, located in unincorporated territory near the City of Brea. The site serves as an integrated waste management facility where a variety of programs such as cogeneration, salvaging and materials recovery are conducted. The Olinda Alpha landfill was opened in August 1960 and is expected to be filled to capacity in 1997. If expanded, the site could gain in excess of 20 additional years of capacity.

2.5.2 Hazardous Waste

A material is hazardous when it exhibits corrosive, poisonous, flammable and/or reactive properties and has the potential to harm human health and/or the natural environment. Hazardous materials are generally used to produce products which

enable a higher standard of living. For example, hazardous materials are used in products (e.g., household cleaners, industrial solvents, paint, etc.) and in the manufacturing of products (e.g., television sets, newspapers, plastic cups and computers). Hazardous waste, on the other hand, are the chemical remains of hazardous materials which have no further intended use and which need treatment and/or disposal. Storage, transport and disposal of these materials require careful and sound management practices.

Hazardous waste is generated by a multitude of uses, including manufacturing and service industries, small businesses, agriculture, hospitals, schools and households. In 1986, 114,000 tons of hazardous waste was generated in Orange County alone. It is projected that Orange County will generate over 226,000 tons of hazardous waste by the year 2000. Such alarming statistics have made hazardous waste management an important environmental issue for all communities.

2.5.3 Household Hazardous Waste

California law requires cities and counties to develop programs to address household hazardous waste under AB 2707, a companion bill to the Integrated Solid Waste Management Act (AB 939), and under the Tanner hazardous waste management planning legislation (AB 2948). AB 2707 requires that:

> ...each city shall prepare and adopt a household hazardous waste element which identifies a program for the safe collection, recycling, treatment, and disposal of hazardous wastes, as defined by Section 25117 of the Health and Safety Code, which are generated by households in the city and which should be separated from the solid waste stream (Chapter 3.5, Article 1, Section 41500, Public Resources Code).

Fullerton's Solid Waste Generation Study (SRRE Vol. II) found that less than one percent of the City's waste stream consisted of Household Hazardous Waste, which seems somewhat lower than estimates made for other localities across the nation.

2.6 Local Autonomy vs. Regional Control

Generally, existing federal, state, regional and county plans and programs do not threaten local control. They do impose standards which, when met, result in monetary gains and/or when unmet, may result in monetary penalties. The City is currently undertaking programs and activities to implement regional requirements and to take advantage of potential additional funding sources. The issue is how to position the City to retain and maximize local control in the face of existing and future regional mandates. The loss of local control is less of an issue than loss of potential revenue or the potential imposition of fines.

One significant instance where non-compliance would result in a potential loss of local autonomy is in the air quality realm. While the potential ramifications of non-compliance with the Air Quality Management Plan have not yet been tested, the potential for District "backstop" measures which would circumvent local land use powers appears to be real. A similar risk of loss of local autonomy is also possible under the forthcoming Federal Implementation Plan (FIP) in early 1994.

Another instance of potential loss of local autonomy is related to hazardous waste. If an application for a land use decision is approved or rejected by the City for an off-site multi-user hazardous waste facility project, the proponent or interested parties may appeal either decision to the State. Such appeals have occurred. However, given the

State's apparent reluctance to overstep local control and the tangled appeal requirements, the appeals process has not yet threatened local land use authority.

3 REGIONAL COORDINATION PLAN

The Goals, Policies and Programs of the Regional Coordination Element, contained in the Element's last section, support the City's commitment to regional issues, including air quality, source reduction and recycling, household hazardous waste programs, implementing the Transportation Demand Management Ordinance, and conforming with Measure M and the Congestion Management Program. The thrust will be the continuation of the City's leadership role in order to influence regional decisions.

See Policies RC-1.1 and LU-1.7

The City has been and will continue to be active in monitoring and, where possible, influencing federal, state, regional, and county agencies and committees on a variety of issues which affect the City's interests. Specific program actions are discussed below.

3.1 Congestion Management Plan and Measure M

Two relatively recent programs of considerable significance are reflected in the General Plan: the state-legislated Congestion Management Program (CMP) and the Countywide Growth Management Program (Measure M). Both programs operate countywide under the administration of the Orange County Transportation Authority (OCTA). Their requirements have been coordinated to a large degree and enable cities who qualify to receive state and Measure M funds for selected transportation system improvements. The City of Fullerton was among the first Orange County cities to qualify under these programs.

See Policies C-5.1 through 5.5

CMP activities include planning for future transit services, establishment of a Transportation Demand Ordinance and assessing traffic impact fees. Specific implementation programs for CMP and Measure M are found in Circulation Element Policies C-5.1 through C-5.5.

3.2 Air Quality

An underlying philosophy of the Fullerton General Plan is the relationship between land use, managed growth and transportation planning in order to meet air quality goals. The City has established several programs to address existing air quality problems and minimize the potential for high pollutant levels in the future. The programs are designed to contribute toward attainment of state and federal air quality standards, to create air quality sensitive planning and to expand alternative modes of transportation to the single-passenger automobile.

See Policy RC-2.1

Since air quality is a regional problem needing regional solutions, key programs involve monitoring the revisions to the Air Quality Management Plan and participating in countywide efforts to address air quality. Additional programs include promoting air quality, sensitive land use practices, reducing trips and vehicle miles traveled through walking, biking and transit programs, and participating in educational efforts and market-based approaches to clean air.

In addition, the City has joined with other cities in Orange County to develop a countywide strategy. Through the Countywide Air Quality Technical Assistance Program, air quality program guidance has been generated.

3.3 Waste Management

Waste management legislation requires cities to reduce reliance on landfills by enacting local waste reduction programs. The City Council adopted the Source Reduction and Recycling Element (SRRE) and the Household Hazardous Waste Element (HHWE) of the General Plan on January 21, 1992. These elements have been incorporated into the Regional Coordination Element of 1994 General Plan.

3.3.1 Solid Waste

With a baseline established in 1990 state law requires the City to divert 25 percent of its solid waste stream by 1995 and 50 percent by the year 2000. The City currently has several diversion programs in place to accomplish this goal. Existing and future programs include modifications to the waste disposal rate structure for residences and businesses and a mixed waste processing system, where all solid waste disposed in the City is processed through a Materials Recovery Facility (MRF).. The City will also to coordinate with the County of Orange to provide adequate disposal service, and to participate in the County's Special Wastes Diversion program.

See Policy RC-5.1

3.3.2 Hazardous Waste

The Orange County Hazardous Waste Management Plan (HWMP) was developed in response to federal mandates. State legislation requires local jurisdictions to incorporate provisions of the County Hazardous Waste Management Plan into their local plans and processes. The City of Fullerton's General Plan incorporates by reference the entire County Hazardous Waste Management Plan dated June, 1991.

See Policies RC-3.1 through 3.4

Appropriate sections of the County Plan are also incorporated into the goals, policies and programs of the Regional Coordination Element. The policies integrate hazardous waste and land use planning and include environmental and business license activities, data gathering, educational programs, and coordination with all districts and agencies in the transport, collection, storage, and treatment of hazardous wastes. Programs also define emergency response functions of the City. The City also contributes to the operating funds of hazardous waste programs, processing facilities, and is considering local land use policies, permit processes and siting criteria for offsite hazardous waste management facilities.

3.3.3 Household Hazardous Waste

The Fullerton Household Hazardous Waste Element was adopted by the City on January 21, 1992, and has been incorporated into the 1994 General Plan. Policies and programs address the City's participation in the County Household Hazardous Waste Program to meet the requirements of AB 2707. This includes coordination with the County for the use of the permanent household hazardous waste collection center in Anaheim; participating in County screening procedures to identify possible illegal dumping of hazardous waste; providing support to the County to investigate, facilitate and implement household hazardous waste source reduction and recycling; and participating in an extensive public information and education campaign. At the City level, the City's Development Services Department coordinates and monitors Fullerton's participation in the County household hazardous waste program.

See Policies RC-4.1 and 4.2

The City's approach to treatment and reduction of household hazardous waste involves development of programs and methods for reducing, collecting, recycling and disposal of household hazardous waste generated within its jurisdiction. The City is also committed to the funding of these activities. Such activities include the participation

in a multi-jurisdictional Used-oil Collection Program; the Orange County Integrated Waste Management Department Waste Exchange and Collection Program and continued use of the County's existing public information and educational programs, including operation of the toxics hotline, informational mailings, distribution of videos prepared by the Orange County Fire Department and presentations to local community groups and schools.

4 REGIONAL COORDINATION GOALS, POLICIES AND PROGRAMS

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized policies and programs text represents changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

The Regional Coordination Element also contains policies which appear in other Elements. The Element of origin is noted for these policies in the right-hand margin.

Overall Approach

Goal RC-1: A leadership position on regional issues influencing the design, implementation and monitoring of regional plans and programs.

Policy RC-1.1 **To develop solutions to regional problems above merely satisfying minimum regional mandates.** **Regional Coordination**

Purpose:

1. **Demonstrate that local government can effectively tackle regional problems.**
2. **Influence the development, implementation and monitoring of regional plans and programs.**
3. **Satisfy regional mandates.**

Programs:

a. **Continue existing commitments including:**

- **Monitoring proposed revisions to the Air Quality Management Plan;**
- **Participating in countywide efforts to address air quality;**
- **Implementing the Source Reduction and Recycling Element and the Household Hazardous Waste Element;**
- **Implementing the Transportation Demand Ordinance and the Growth Management Element; and**
- **Conforming with Measure M and Congestion Management Program requirements.**

b. **Consider rejoining SCAG.**

c. **Consider formation of an Orange County Council of**

Governments.

d. Participate in League of Cities Sacramento lobbying efforts.

Policy LU-1.7 Work closely with Federal, State, regional and local agencies to ensure that objectives common to the City, its neighbors and larger communities of interest are furthered.

LAND USE: Regional Coordination

Purpose:

1. ***Protect the City's interests with regard to multi-jurisdictional programs.***
2. ***Promote the City's interest in air quality, transportation, waste management and growth management issues of regional relevance.***
3. ***Increase communications between jurisdictions.***
4. ***Conserve public resources by sharing the costs of programs with other jurisdictions where feasible.***

Programs:

a. Participation in appropriate municipal associations and organizations at the subarea, countywide, regional and statewide levels.

b. Staff review and comment on issues under consideration by Federal, State regional or local agencies which are likely to affect Fullerton.

c. Notification of neighboring jurisdictions when applicable.

Policy CS-2.7 Cooperate with surrounding cities and other agencies to provide community services.

COMMUNITY SERVICES: Regional Coordination

Purpose:

1. Avoid a duplication of services.
2. Maximize the use of facilities and programs on a regional basis.
3. Obtain and fully utilize appropriate Federal, State, and regional services and funds.

Programs:

a. Joint meetings with the staff of nearby cities and agencies to plan the delivery of community services.

b. Regular exchange and utilization of information with other agencies.

c. Joint-use agreements with schools, colleges, sports leagues, other cities and agencies.

d. Preparation and submission of appropriate funding proposals, jointly or unilaterally.

Policy CS-3.3 Cooperate with other public and private agencies to improve library services.

COMMUNITY SERVICES: Regional Library Coordination

Purpose:

1. Utilize library resources of other agencies, jurisdictions and industries.
2. Develop mutually beneficial joint library extension services and facilities.
3. Utilize appropriate federal, state, county, and regional services, collections and funds.

Programs:

a. Participation in inter-library loan and reference functions in cooperation with other libraries and networks.

b. Direct access and universal borrowing privileges for Fullerton residents at other public libraries.

c. Joint meetings with the staffs of other agencies to exchange information and improve the delivery of library services.

d. Joint use agreements with schools, colleges, industries, and other cities and agencies for library extension services and facilities.

e. Preparation and submission of appropriate funding proposals.

Air Quality

Goal RC-2: *An environment with clean air.*

Policy RC-2.1 Participate In regional efforts to improve air quality.

Air Quality Strategy

Purpose:

1. Attain State/federal ambient air quality standards as soon as possible.
2. **Create development patterns which help reduce emissions from automobiles.**
3. **Increase mobility and local air quality throughout the City by enhancing transit, ridesharing, bicycle and pedestrian opportunities.**
4. **Identify how to protect persons and sensitive receptors most likely to be affected during an emergency episode.**

Programs:

a. **Implementation of selected air quality measures identified for local government based on consideration of feasibility, cost/benefit analysis and regional mandates.**

b. Implementation of the City's Emergency Episode Plan as necessary.

c. **Incorporation of conditions on project approvals to promote alternative modes of transportation, energy efficiency and low emission construction practices.**

d. **Intensification of areas in the city adjacent to the Fullerton Transportation Center and the Fullerton Park-N-Ride.**

e. **Support mixing of land uses.**

f. **Participation in carpool matching services.**

g. **Adoption of a modified work week for City employees where feasible.**

h. Encourage reduction in the number of trips and miles driven by City employees and residents.

i. **Support the use of bicycles by provision of safe and efficient bicycle routes, and parking facilities at all major destinations in Fullerton.**

j. **Enhancement of public transit services and availability of public transit to all segments of the community.**

k. Educational activities and talks to the public and to employees.

l. **Continue to work with the County and other local governments to develop a coordinated response, including implementation of selected Air Quality Management Plan (AQMP) control measures. Possible strategies include:**

- **Flexible, incremental parking management strategy, phased over time;**
- **Regional/subregional approach to truck rescheduling and rerouting;**
- **Market incentives/disincentives including congestion pricing, emission fees/taxes through annual automobile registration, enforcement of vehicle emission standards through roadside testing, and attendant fines for tampering/non-compliance;**
- **Prioritization of vehicle trip reductions over vehicle miles travelled reduction.**

m. **Continue to monitor and evaluate Air Quality Management Plan (AQMD) control measures, performance standards and**

monitoring methods. Incorporate AQMD consistency criteria once released by the District.

n. Encourage competition for public transit such as mini-buses and jitneys.

o. Continue to monitor and review proposed AQMD rules and regulations, and take exception to those that will adversely affect local businesses.

p. Require cost/benefit analysis of proposed control measures.

q. Identify current and potential future CO_2 "hotspots" and mitigate if possible.

Hazardous Waste Management

Goal RC-3: *Protect the health and welfare of the public and quality of the environment, through safe and efficient management of hazardous wastes.*

Policy RC-3.1 Ensure that Fullerton hazardous waste management activities are in compliance with State and Federal laws and regulations, while maintaining local control in decision-making.

Coordination of Hazardous Waste Management Activities

Purpose:

1. Assist federal, state and local agencies responsible for clean-up of existing hazardous waste disposal sites.

2. Aid in management planning and emergency response.

Programs:

a. Obtain complete and accurate information on the identity, volume, location and management methods of all hazardous wastes generated, handled, stored, treated, transported and disposed of in Orange County.

b. Continued participation in Southern California Hazardous Waste Management Authority efforts to provide regional hazardous waste management.

c. Incorporate review of hazardous waste issues into City planning, environmental review, and business license processes.

d. Continue implementation and enforcement of local hazardous materials disclosure ordinances and AB 2185 to maintain up-to-date information about the types, quantities and locations of hazardous materials and wastes and to plan related emergency hazardous incident response activities in Orange County.

e. Establish an on-going program to share and standardize hazardous waste data among agencies and inter-departmentally.

f. Continue to administer and enforce State regulations for hazardous substances stored in underground storage tanks.

g. Coordinate with sanitation districts, water districts, and special districts responsible for administration and enforcement of waste discharge permit requirements.

h. Continue to coordinate with Federal and State authorities in hazardous waste transportation, and investigate additional local activities to address transport safety.

i. Continue to coordinate and provide emergency response for spills, illegal dumping, and other incidents involving hazardous materials and waste.

Policy RC-3.2 Ensure adequate public information and active participation in hazardous waste management decisions.

Public Information

See also the following Chapters:
- *Implementation*
- *Community Health and Safety*

Purpose:

1. Education of Fullerton industry, business, and citizens regarding safe hazardous waste management practices.

2. Enforce proper hazardous waste handling, storage and disposal techniques through educational programs.

3. Encourage local private industry responsibility for hazardous waste management.

Programs:

a. Establish and maintain an information clearinghouse and education program to provide information on safe hazardous waste management practices.

b. Inform the public of illegal or threatened illegal discharges of hazardous waste that are likely to cause substantial injury to public health or safety.

Policy RC-3.3 Utilize the regional fair share facility needs assessment and facility siting criteria in considering sites for hazardous waste management facilities.

Hazardous Waste Facility Siting

Purpose:

1. Contribute to the provision for sufficient and appropriate treatment and transfer facilities to accommodate and manage Fullerton's fair share of the hazardous waste management burden, in accordance with identified facility needs and public safety considerations.

2. Encourage private sector development of needed hazardous waste management facilities.

Programs:

a. Develop and adopt City provisions which establish local land use policies/siting criteria, and permit processes for the siting of offsite hazardous waste management facilities.

b. Conduct a site screening and selection process to identify areas and sites appropriate for hazardous waste management facilities.

Hazardous Waste Technologies

Policy RC-3.4 Encourage and promote practices and technologies that will, in order of priority:

- Reduce the use of hazardous substances and the generation of hazardous wastes at their source;
- Recover and recycle the remaining waste for reuse;
- Treat those wastes not amenable to source reduction or recycling so that the environment and community health are not harmed by their ultimate release or disposal.

Purpose:

1. Eliminate Fullerton dependence on direct offsite land disposal through the use of proven and safe hazardous waste management technologies including source reduction, resource recovery, recycling and treatment.

2. Provide for the safe and efficient collection, treatment and disposal of hazardous wastes from small quantity business and household generators in Fullerton.

3. Provide for efficient and safe hazardous waste emergency incident response in Fullerton.

Programs:

a. Continue to implement programs to promote the reduction of hazardous waste generation and provide onsite alternatives to offsite treatment and disposal.

b. Participate in the development of a program to address the hazardous waste management needs of small quantity generators in the business sector.

c. Participate in the development and implementation of an ongoing County program to assist the collection and disposal of household hazardous waste.

d. Continue to assist State efforts for clean up of existing hazardous waste disposal sites.

Household Hazardous Waste

Goal RC-4: *Provide a means for Fullerton residents to safely dispose of household hazardous waste.*

Safe Collection, Reuse and Recycling

Policy RC-4.1 Increase the amount of unused Household Hazardous Waste that is collected, recycled and/or reused.

Purpose:

1. Reduce the amount of household hazardous waste generated by the City.

Programs:

a. Participate in the California Integrated Waste Management Board (IWMB) waste exchange program for useable products such as paints, cleaning products, and gardening products.

b. Participate in the County's Household Hazardous Waste Plan.

c. Enforce the County Hazardous Waste Management Plan through ordinance adoption.

d. Investigate the feasibility of a pick-up-at-the-door collection program for those residents who are unable to bring their household hazardous waste to collection facilities.

e. Continue to direct residents to utilize the County's permanent household hazardous waste facilities in Anaheim, Huntington Beach, Irvine and San Juan Capistrano.

f. Participate in the multi-jurisdictional Used-Oil Collection Program.

Reduction in Household Hazardous Waste Generation

Policy RC-4.2 Decrease the amount of household hazardous waste generated in the City of Fullerton.

Purpose:

1. Remain current on Household Hazardous Waste regulatory requirements and management methods.

2. Reduce disposal to the County's permanent household hazardous waste facilities, as well as public information and education programs.

Programs:

a. Continue to use questionnaires to monitor the participation of residents in the Household Hazardous Waste Program.

b. Identify schools, civic organizations and neighborhood groups in the City of Fullerton as targets for public education efforts.

c. Investigate incentive mechanisms to encourage source reduction and increase participation rates in collection programs.

d. Monitor annual results of the County load check program. Work with its franchised hauler to identify and warn violators where residents are illegally disposing of household hazardous waste.

e. Monitor the development of permanent household hazardous waste collection facilities by the County of Orange and the adequacy of these facilities to meet the needs of Fullerton residents.

f. Intensify local distribution of promotional and educational materials.

g. In concert with the IMWD, monitor state and federal legislation about household hazardous waste.

h. Encourage voluntary initiatives or legislation that would decrease the toxicity of household products sold in Orange County and place more responsibility on product manufacturers to pay disposal costs.

Solid Waste Management

Goal RC-5: *Manage the City's solid waste stream through source reduction, recycling and composting, transformation and landfilling.*

Solid Waste Reduction

Policy RC-5.1 Reduce the amount of solid waste disposal in landfills 25 percent by 1995 and 50 percent by the year 2000.

Purpose:

1. Meet the solid waste diversion targets established in AB 939.

2. Educate Fullerton residents of the need to divert solid waste from landfills and provide information on methods of source reduction, recycling and composting.

Programs:

a. Establish mechanisms which support a mixed waste processing system to divert as much as possible of the solid waste stream through processing at a Materials Recovery Facility (MRF).

b. Implement modifications to the waste disposal rate structure by establishing variable can rates or other unit pricing systems.

c. Lobby the state for fees, taxes, and tax credits to foster source reduction.

d. Provide technical assistance, education and promotion relating to backyard composting, waste exchanges and waste auditing.

e. Participate in Orange County's Special Wastes Diversion Program.

f. Structure City waste management operations so that green and wood waste can be processed at a MRF.

Growth and Traffic Management

Goal RC-6: **A roadway network which supports existing and future land uses with minimal levels of traffic congestion.**

Policy RC-6.1 **Land use and traffic capacity shall be balanced, so that existing and future development can be supported by the roadway network at traffic LOS no worse than LOS D (with reasonable exceptions in order to preserve City character).**

CIRCULATION: Traffic LOS and Related Programs

Purpose:

1. **Ensure needed traffic improvements are planned, funded, phased, and constructed as development proceeds.**
2. **Comply with Measure M and Congestion Management mandates.**
3. **Ensure careful consideration of City character consistent with the Vision Statement and Land Use Elements.**
4. **Provide a cooperative process with neighboring communities to implement regionally needed traffic improvements.**

Programs:

a. **Ongoing planning for future land use growth and corresponding traffic improvements, with careful consideration of City character consistent with the Vision Statement and Land Use Element.**

b. **Establish a comprehensive traffic impact fee program and other programs/actions to provide funding for needed traffic improvements.**

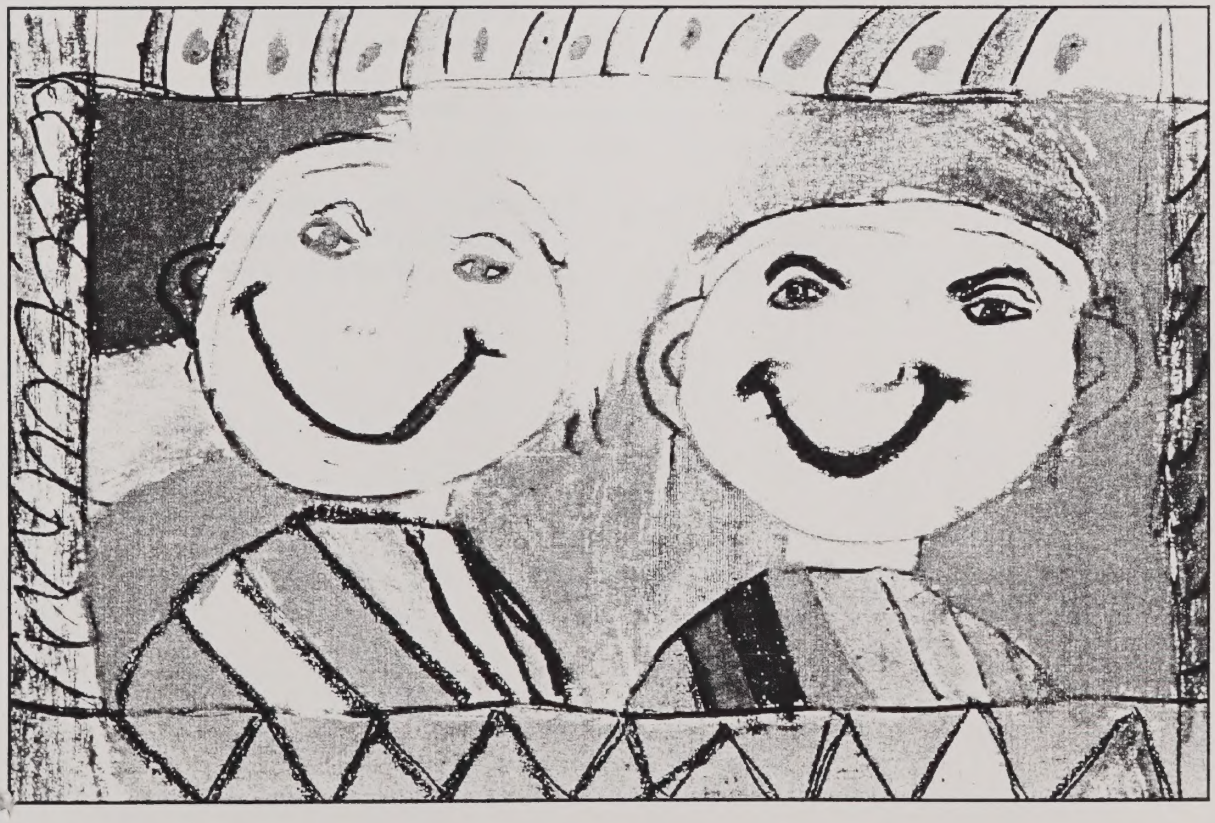
c. **Establish comprehensive traffic phasing and implementation/ construction programs to ensure traffic improvement implementation.**

d. **Establish an annual monitoring program to provide information necessary for planning, phasing and construction programs.**

e. **Participation with inter-jurisdictional groups to plan traffic improvements of regional significance.**

IMPLEMENTATION AND PUBLIC PARTICIPATION

Freddy Perez, Grade 2, Acacia Elementary School



CITY OF FULLERTON

IMPLEMENTATION AND PUBIC PARTICIPATION

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IMPLEMENTATION AND PUBLIC PARTICIPATION

1 INTRODUCTION

1.1 Purpose and Overview

Once a local government has adopted its General Plan, local officials must implement it. If the General Plan is to serve its purpose as the basis for rational decision-making regarding the City's long-term physical development, it must be *used* by the City Council, the Commissions and staff to guide day-to-day decision making. The Implementation and Public Participation Element provides a policy and program framework to ensure that the General Plan is in fact implemented.

Public involvement in land use planning decisions is a critical part of implementing the General Plan. Since the Plan embodies the vision and future development objectives of the City's residents and business community, it is important that these groups have opportunities to participate in land use decisions. The Implementation and Public Participation Element provides a policy and program framework to ensure that meaningful public participation will always be part of the decision making process.

2 ISSUES

2.1 General Plan Implementation

According to State law, each planning agency must do the following to implement the General Plan:

- Administer regulatory measures such as specific plans, zoning and subdivision ordinances;
- Annually review the Capital Improvement Program for consistency with the General Plan;
- Make ongoing investigations and recommendations to its legislative body as necessary to address changing conditions;
- Provide an annual report to its legislative body on the status of the plan and progress in its implementation.

It is critical to appreciate that the scope and content of the General Plan is quite broad, involving a significant number of implementing actions to carry it out. The following considerations influence implementing actions over a multi-year period:

- There is a constant pressure on local governments to do more with less;
- It is impossible to conduct every possible implementing action concurrently;
- As a long-range document, many implementing actions are intended to be phased;
- Unpredictable circumstances may temporarily render action impossible or unwise;
- There are inevitable shifts in priority; and
- The General Plan is, by legislative intent and common practice, a policy guide rather than a regulatory device which is therefore subject to a reasonable degree of flexibility.

2.2 Community Participation

Community participation is an issue in Fullerton for a variety of reasons, all of them a normal part of contemporary community dynamics. For one part of the community the issue may reflect a general distrust of government. Another segment of the community may feel dissatisfied with current participation efforts as a result of disagreeing with City policies and actions. Others may perceive current participation efforts as superficial, rather than reflecting a real openness and opportunity for involvement. Others may consider the existing Council/Commissions structure to be adequate, but are concerned that the system is not being effectively utilized. For example, some decisions might be made before potentially interested advisory bodies are aware of them. The main reason that this issue has prominence in the General Plan is that Fullerton has an unusually large number of citizens who are willing and able to involve themselves in community affairs.

3 OVERVIEW OF IMPLEMENTATION AND PUBLIC PARTICIPATION PLAN

Specific policies and actions for implementing the General Plan and involving the public in the land use decision process are found in the last section of this Element. Many of the policies come directly from other Elements of the General Plan and are noted as such. The following section provides an overview:

3.1 Implementation Mechanisms

The City continuously implements its General Plan through the Zoning Ordinance, specific plans and the subdivision ordinance, as well as through a variety of corporate, police, and special powers, as described below. In addition, the City undertakes the following actions:

See Policies I-1.1, 1.2 and H-5.2

- Linkage of the annual Capital Improvement Plan to the General Plan goals, policies and programs.
- General Plan consistency analysis in development project staff reports.
- Annual General Plan Progress Report.
- Ongoing analysis and recommendations as necessary to address changing conditions.

The following tools are available to the City to implement the General Plan:

3.1.1 Corporate Powers

- **Construction of streets, roads, bikeways, water and sewer facilities; and acquisition and development of parks** - The scheduling of public improvements impacts the distribution and intensity of land uses. Although public facilities are built to accommodate present and anticipated needs, some play a major role in determining the location, intensity and timing of future development. This is particularly applicable in the East and West Coyote Hills areas. Such improvements are considered and prioritized in the City's Capital Improvement Program, which annually allocates expenditures for acquisition, construction, rehabilitation, and replacement of public buildings and facilities, consistent with the General Plan.

- **Acquisition of sites for open space and historic conservation or scenic easements** - State law provides the City several means of conserving open space and historical resources, including acquisition of easement interests with development rights. Easements are effective because they require less funding than outright purchase, may be more effective than zoning, do not displace property owners, and may yield tax advantages to the grantor. The City may obtain these easements by purchase, exaction or donation.

- **Acquisition of sites for Low and Moderate-Income housing** - The City may acquire sites for Low and Moderate-Income housing through its redevelopment powers either by purchase, lease, gift or eminent domain. Other means include inclusionary zoning incentives, a relaxation of development standards for developers, and use of Redevelopment Tax Increment funds, development fees, and other programs.

3.1.2 Police Powers

- **Specific Plans** - State Law (Government Code Section 63450) authorizes a local jurisdiction to adopt specific plans for implementing its General Plan in designated areas.

- **Zoning** - The principal method by which a City implements General Plan land use policy is the Zoning Ordinance. Policies and standards which prescribe permitted uses, their density/intensity, and development characteristics (design, property setbacks, height, etc.) are codified as precise requirements in the ordinance. The Zoning Ordinance must be consistent with the General Plan.

- **Subdivision Regulation** - The Subdivision Map Act authorizes cities to regulate the design and improvement of subdivisions, including the physical layout of a subdivision, dedications of public improvements and easements, and other measures to implement the General Plan. The City is also authorized to require dedications of public improvements or payment of in-lieu fees for infrastructure, school, recreation and community facilities.

- **Development Project Review** - One of the most significant aspects of General Plan implementation is the review and approval of privately initiated development. This accounts for the vast majority of physical changes in the community. It is through this process that the Zoning Ordinance, which must be consistent with the General Plan, is implemented.

- **Parkland and School Dedication Requirements (or In-Lieu Fees)** - Cities may

require developers of qualified development projects to dedicate land or pay in-lieu fees for school and park/recreational facilities. Local school districts also may require new development to pay fees or dedicate land for school facilities under statutory limitations.

- **Building and Housing Regulation** - Local building and housing codes establish minimum standards and specifications for structural soundness, safety and occupancy.

- **Code Enforcement** - The City enforces zoning regulations which apply to the use of private property on an ongoing basis.

- **Environmental Review Procedures** - The California Environmental Quality Act (CEQA) requires cities to mitigate the significant environmental effects of projects or to make special findings of overriding consideration.

- **Development Fees** - The City may levy impact fees to finance a specific activity, facility or service which provides a direct, identifiable benefit on those paying the fee. For example, fees may be imposed in lieu of land dedications or improvements as a condition of subdivision approval. Fees may also be established on a general basis not related to a particular development project where an area of benefit can be defined. In all cases, the intent of the fee is to carry out some aspect of physical development policy in the General Plan.

3.1.3 Special Powers

- **Redevelopment** - California law (Health and Safety Code Sections 33000 et. sec.) authorizes local jurisdictions to establish redevelopment areas and to undertake redevelopment projects to revitalize areas. The City's adopted redevelopment plans provide additional tools to effectuate productive change. These include the use of sales tax increment funds, property acquisition, consolidation of small parcels, joint public-private partnerships, clearance of land and resale to developers, and relocation of tenants. The use of redevelopment funds to improve and increase the City's supply of affordable housing is addressed in the Housing Element.

- **Intergovernmental Coordination** - The development of land in the City impacts and is impacted by the actions of adjacent municipal jurisdictions, utility districts, school districts, service providers and other government agencies. As a consequence, it is essential that the actions of these jurisdictions be closely coordinated and agreements and procedures maintained to accomplish this coordination.

- **Monitoring and Updating** - The City periodically reviews the General Plan to update its contents as appropriate, including;

    1. An update of all baseline data, analysis and issues to account for current conditions.

    2. An evaluation of policies and programs contained in the General Plan as to their effectiveness in achieving the Plan's goals and policies.

    3. Revision of policies and programs to increase effectiveness and account for current issues.

- **Development Agreements** - California law authorizes cities to negotiate agreements with private interests for the development of land. The agreements are

binding contracts which assure type, character, and quality of development, as well as additional "benefits" which may be contributed, above and beyond what is normally required by the City. In exchange, the developer is assured that the necessary building permits will be issued regardless of changes in regulations in the future.

3.1.4 Public Participation

The City undertakes a variety of actions to involve the public in the land use decision making process. The primary objectives of these actions is to ensure that the public is informed and has opportunities to participate in and influence applicable decisions. Areas of program emphasis include land use policy and development review, housing policy, residential through-traffic, fire and seismic safety, community services programs, and recycling.

See Policies 1-2.1 and 2.2, LU-1.2, H-5.1, C-1.2, CHS-2.1 and 2.2, CS-2.2 and RC-3.2

Specific policies and actions for public participation are found in the last section of this Element. Many of the policies come directly from other Elements of the General Plan and are noted as such. The following are some key examples of public participation programs:

- Monthly "Focus on Fullerton" information bulletin included in every water bill.
- Use of cable TV.
- Active dialogue with community organizations.
- Informal public workshop formats.
- Use of readily understood, straight-forward language in official planning documents.
- Citizen involvement in Community Development Block Grant budget review.
- Citizen surveys.
- Special programs such as Operation Cleanup.
- Various informational publications.
- Annual budget review.

4 GOALS, POLICIES AND PROGRAMS

Editor's Note: The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized text represents changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new policies and programs which respond directly to concerns identified during the Update.

The Implementation and Public Participation Element also contains policies which appear in other elements. The Element of origin is noted for these policies in the right hand margin.

General Plan Implementation

Goal I-1: Land use decisions which are based on the General Plan.

Policy I-1.1 Continuously implement the General Plan.

General Plan Implementation

Purpose:

1. **Ensure that city actions reflect general plan goals, policies and programs.**

2. **Formalize existing review procedures.**

Programs:

a. **Periodically update Zoning Code as needed to ensure consistency and to provide the regulatory tools necessary to implement the General Plan.**

b. **Include in-depth discussion of General Plan consistency in development project staff reports.**

c. **Develop and utilize a consistency checklist for General Plan consistency analysis.**

d. **Prepare an Annual Monitoring Report on the status and progress in implementing the General Plan.**

e. **Expand the use of the General Plan during development of the Capital Improvement Program to include evaluation of program implementation.**

Policy I-1.2 Review all General Plan elements as necessary and update as appropriate.

Updating the General Plan

Purpose:

1. **Ensure that General Plan goals, policies and programs adequately reinforce the General Plan Vision Statement.**

Programs:

a. Periodically review and update the General Plan as changing circumstances and conditions require.

b. Establish criteria to determine the necessity for amending or comprehensively updating the General Plan.

c. Update baseline data, analyses, and issues to account for current conditions.

Policy H-5.1 Actively facilitate the development, conservation and rehabilitation of Low-Income housing consistent with Citywide housing needs and adopted plans and programs.

HOUSING ELEMENT: Housing Program Implementation

Purpose:

Ensure that housing programs designed to achieve quantified objectives of the Housing Element are implemented.

Programs:

a. Devote staff resources towards monitoring housing issues and needs, legislative requirements, and federal, state and local housing assistance programs.

b. Establish priorities for housing program implementation.

c. Establish commitment to implement prioritized housing programs.

d. Use of the Affordable Housing Review Committee.

Public Participation

Goal I-2: A high level of communication between the City and its citizens.

Policy I-2.1 Regularly provide information to the community concerning City services, plans, events and activities.

Information Outreach

Purpose:

Keep the residents and business community informed of community issues, activities and operations through a variety of media.

Programs:

a. Develop informative and easy-to-understand public meeting agendas.

b. **Publish and widely distribute a simple and concise monthly bulletin discussing upcoming Council/Commission issues and agenda items.**

c. **Conduct periodic surveys to gauge public interest and concern on various issues.**

d. **Regularly broadcast cable television public announcements in Spanish. Explore possibility of Spanish-only announcement channel.**

e. **Actively work with area Asian and Hispanic publications to encourage full alternative media coverage.**

f. **Customize outreach programs for non-English speaking constituencies.**

g. **Have public documents reviewed and edited by lay people to ensure that they are easy to understand.**

h. **Utilize existing community organizations to distribute public information.**

Policy I-2.2 **Provide frequent opportunities for the City and its citizens to exchange ideas and concerns.**

Public Participation

Purpose:

1. **Expand the community's involvement in decision making procedures.**

2. **Obtain input from the community that reflects its diversity.**

Programs:

a. **Conduct public meetings and workshops in a way that fosters and encourages meaningful, informed public participation.**

b. **Conduct joint school district/city educational programs such as Youth in Government Day.**

c. **Encourage developers of large projects to conduct special community meetings to get public comment on their projects.**

Policy LU-1.2 Encourage neighborhood and community involvement in the land use decision-making process.

LAND USE ELEMENT: Community Participation

Purpose:

Obtain informed and effective community input in planning decisions.

Programs:

a. Neighborhood and community meetings.

b. Establish simple and clear public guides to the land use decision process in order to keep the public informed and participating in the planning process.

c. Continuation of state-mandated public noticing procedures

Policy H-5.2 Establish methods to receive ideas or requests for needed housing programs.

HOUSING ELEMENT: Community Participation in Development of Programs

Purpose:

Increase awareness and dialogue of local housing issues and potential resolutions to housing-related problems.

Programs:

a. Citizen participation in Community Development Block Grant (CDBG) budget review.

b. Availability of housing-related publications normally produced by the City and those of other public agencies as available.

c. Develop a community education program regarding affordable housing.

Policy C-1.2 Influence the design of streets to discourage through-traffic in residential areas.

CIRCULATION: Residential Through-Traffic

Purpose:

Prevent heavy through-traffic on residential streets without inhibiting internal circulation between neighborhoods.

Programs:

e. Encourage continued citizen identification of areas with through-traffic problems.

Policy CHS-2.1 Encourage citizens to participate with the Police and Fire Departments in crime, fire and accident prevention.

COMMUNITY HEALTH AND SAFETY: Community Education

Purpose:

1. Increase the public's awareness of appropriate personal safety and other emergency actions.

2. Increase civic pride and responsibility in order to boost the quality of life.

3. Reduce the number of preventable accidents, crimes and fires.

4. Increase public participation in creating a crime-free environment.

Programs:

a. Continuation of educational activities and talks to the public and implementation of new educational activities as the need arises.

b. Participation in joint activities with community organizations.

c. Expansion of Neighborhood Watch.

d. Continuation of mandatory inspections and performance of safety inspections of homes and businesses upon request.

e. Commendations to citizens who have made exceptional contributions to public safety.

*f. **Distribution of self-help and public education brochures.***

*g. **Encourage inter- and intra-neighborhood programs which increase respect/sensitivity for cultural diversity and create proud, safe communities.***

Policy CHS-2.2 Encourage citizen participation in police and fire policy development.

COMMUNITY HEALTH AND SAFETY: Public Participation in Policy Development

Purpose:

*1. **Provide opportunities for citizen participation in identifying problems and recommending solutions.***

*2. **Encourage positive officer-citizen relationships.***

3. Enhance and maintain the public's trust in the Police and Fire departments.

4. Enhance and maintain the public's understanding of the justice system.

Programs:

a. Identification of type and levels of services desired by the community.

b. Identification of public safety training needs.

c. Assistance to Police-Community groups.

d. Periodic surveys to determine citizen perception of officer performance, service expectations and satisfaction.

e. Establishment of procedures to evaluate and implement suggestions received from the public.

f. Continue and, where practical, expand problem solving efforts such as Operation Clean-Up to address neighborhood deterioration and blight.

Policy CS-2.2 Encourage citizen involvement in the development and delivery of

COMMUNITY SERVICES:

community services.

Purpose:

1. Increase public input into the design and evaluation of community services and facilities.
2. Incorporate volunteer resources in addressing community needs.
3. Increase the private financial support of community service programs.
4. Increase neighborhood pride and awareness for community services.

Programs:

a. Develop procedures for including user groups, including youth, into service design and evaluation.

b. Use of advisory commissions, committees, task forces and neighborhood groups to channel input from citizens and community agencies.

c. Staff support for citizen commissions, committees and task forces.

d. Public meetings.

e. Studies, surveys, needs assessments, and evaluation of services.

f. Financial, technical and other support and recognition for volunteer work.

g. Promote the use of schools as before- and after-school child care centers.

Policy RC-3.2 Ensure adequate public information and active participation in hazardous waste management decisions.

WASTE MANAGEMENT: Public Information and Participation

Purpose:

1. Education of Fullerton industry, business, and citizens regarding safe hazardous waste management practices.
2. Ensure proper hazardous waste handling, storage and disposal techniques through educational programs.
3. Encourage local private industry responsibility for hazardous waste management.

Programs:

a. Establish and maintain an information clearinghouse and education program to provide information on safe hazardous waste management practices.

b. Inform the public of illegal or threatened illegal discharges of hazardous waste that are likely to cause substantial injury to public health or safety.

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